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Canada - Immigration and Labour,  
... Standing Committee on

( 1949 )

CANADA

# THE SENATE OF CANADA



Government  
Publications

## PROCEEDINGS OF THE STANDING COMMITTEE ON

# Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 1

TUESDAY, 15th MARCH, 1949.

The Honourable Cairine R. Wilson, Chairman.

### WITNESS

Dr. H. L. Keenleyside, Deputy Minister of Mines and Resources.

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.P.H.  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1949



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

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The Honourable CAIRINE R. WILSON, Chairman

The Honourable Senators

|          |           |              |
|----------|-----------|--------------|
| Aseltine | Dupuis    | Murdock      |
| Blais    | Euler     | Pirie        |
| Bouchard | Ferland   | Robertson    |
| Bourque  | Fogo      | Roebuck      |
| Buchanan | Haig      | Taylor       |
| Burchill | Hardy     | Turgeon      |
| Calder   | Horner    | Vaillancourt |
| Campbell | Hushion   | Veniot       |
| Crerar   | Lesage    | Wilson       |
| David    | Mackenzie |              |
| Davis    | McIntyre  |              |

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Thursday February 10, 1949.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said committee report its findings to this house;

And that the said committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*

## MINUTES OF PROCEEDINGS

WEDNESDAY, March 9, 1949.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10 a.m.

*Present:* The Honourable Senators: Wilson (*Chairman*), Buchanan, Burchill, Crerar, Davis, Fogo, Horner, Mackenzie, McIntyre, Taylor and Veniot.—11.

The Committee proceeded to the consideration of the Order of Reference of 18th February, 1949, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

A preliminary discussion was held with respect to future meetings of the Committee and it was agreed that the Chairman would arrange for the appearance of witnesses at the next meeting of the Committee.

It was resolved to report recommending as follows:—

In connection with the order of reference of the 18th February, 1949, directing the Committee to examine into the operation and administration of the Immigration Act, etc., the Committee recommend that it be authorized to print 1,000 copies in English and 200 copies in French of its day-to-day proceedings, and that Rule 100 be suspended in relation to the said printing.

At 10.30 a.m. the Committee adjourned to the call of the Chairman.

Attest.

A. FORTIER,  
*Clerk of the Committee.*

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TUESDAY, March 15, 1949.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 4.20 p.m.

*Present:* The Honourable Senators: Wilson (*Chairman*), Aseltine, Buchanan, Crerar, Davis, Fogo, Haig, Mackenzie, Pirie, Turgeon and Veniot.—11.

The Committee proceeded to the consideration of the Order of Reference of 18th February, 1949, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

Dr. H. L. Keenleyside, Deputy Minister of Mines and Resources, was heard with respect to the activities of the Immigration Branch during the past twelve months, and was questioned.

At 5.05 p.m. the Committee adjourned to the call of the Chairman.

Attest.

A. FORTIER,  
*Clerk of the Committee.*



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## MINUTES OF EVIDENCE

THE SENATE

OTTAWA, Tuesday, March 15, 1949.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 4.30 p.m.

Hon. Mrs. WILSON in the chair.

The CHAIRMAN: Honourable senators, those who did not hear Dr. Keenleyside when he made his report last year unfortunately missed a very fine presentation. I am sure we are all looking forward to hearing him at this time give his report of the activities during the past twelve months. Dr. Keenleyside has been waiting patiently for us to assemble this afternoon.

Dr. H. L. KEENLEYSIDE: Madam Chairman and gentlemen, it is a pleasure to have the opportunity of appearing before your committee again to give a report of the activities of the past year. I take it, madam chairman, that your preference would be for me to go very briefly over the highlights of the year and then endeavour to answer any questions that the members of the committee may wish to put forward.

The CHAIRMAN: If you will, please.

Dr. KEENLEYSIDE: The figures for the year as a whole are very satisfactory from the standpoint of those who wish to see an increase in the population of this country by means of immigration. The total number of persons entering Canada in the year 1947 as immigrants was 64,127. For the calendar year just finished, 1948, the total number who came as immigrants was 125,414. In other words almost exactly twice as many persons came to Canada during 1948 as came in 1947.

Right Hon. Mr. MACKENZIE: Does that include the D.P. persons, as well as ordinary immigrants?

Dr. KEENLEYSIDE: Yes, that includes everybody that came to Canada as immigrants. I have a breakdown by nationality for both years, if anyone is interested in having that information.

Hon. Mr. HAIG: I suggest you let us have it.

Dr. KEENLEYSIDE: Would you like to hear it all?

Hon. Mr. HAIG: Not in too much detail.

Hon. Mr. CRERAR: Put it on the record.

Dr. KEENLEYSIDE: These are round figures. The number of English persons who came here rose from 27,000 in 1947 to 30,000 in 1948. The number of Irish persons rose from 2,900 to 4,100; Scottish, from 7,500 to 10,700; and Welsh, from 900—it is practically the same. In other words, the total from the British Isles in 1947 as compared to 1948 rose from 38,700 to 46,100. The immigrants from the United States declined from 9,400 to 7,300. Of Northern European peoples the number was not great because, as you know, it is against the general policy of those countries concerned to facilitate emigration. The only considerable movement was from Holland, where the number rose from 3,100 to 10,100. The general movement from Northern European countries went up from 5,400 to 16,900.

From other countries the more important figures are: Czechs rose from 170 in 1947 to 970 in 1948; Estonians from 280 to 1,900; Hebrews from 1,800 to 9,300; Italians 139 to 3,200; Jugoslavs from 56 to 1,500; Lettish from 450 to 3,000; Lithuanians from 1,200 to 4,300; Maltese from 16 to 715; Poles 2,600 to 14,000; Russians from 234 to 1,400; Ruthenians from 2,000 to 10,100; Serbians from 54 to 880. The totals for other races, that is other than those from the British Isles, United States or Northern Europe, rose from 10,500 to 55,000.

It may be of interest to the members of the committee to note that the percentage of increase was much higher at the beginning of the year than at the end. The first four months averaged about 200 per cent, then it steadily went down after the middle of the year until, in November, it was 46 per cent, and in December 33 per cent; in other words, the ratio of increase was tapering off toward the end of the year.

Hon. Mr. TURGEON: How do you account for that?

Dr. KEENLEYSIDE: Very largely because of the decrease in the movement of D.P.'s at that time.

Right Hon. Mr. MACKENZIE: May I ask a question which you may not feel free to answer, Dr. Keenleyside, because it affects government policy. Are any arrangements being made to make the policy with respect to D.P.'s continuous or is the policy going to terminate when the present contracts terminate?

Dr. KEENLEYSIDE: I think I can answer it in this way, Mr. Senator. The government policy has not changed; that is to say, the D.P.'s who come in undertake, by contract, to work for one year at jobs that are assigned to them.

Right Hon. Mr. MACKENZIE: There is no cessation of that policy?

Dr. KEENLEYSIDE: No. I might perhaps add a word about the way in which it is working out. Our understanding is that approximately 70 per cent of those who took on jobs for a year will in fact stay on into the second year.

Right Hon. Mr. MACKENZIE: That, of course, involves the Department of Labour more than your department.

Dr. KEENLEYSIDE: Exactly.

Right Hon. Mr. MACKENZIE: Have you any idea as to the percentage of those whose contracts have expired which have been absorbed in other employment apart from domestic work, or other contracts they entered into when they came here? Could you make an estimate of that without being too definite?

Dr. KEENLEYSIDE: I am speaking from memory and I am not sure that I have had any accurate estimate made at any time. My impression is that about 30 per cent have been absorbed at the end of the first year.

Right Hon. Mr. MACKENZIE: Where? Mostly on farms?

Dr. KEENLEYSIDE: No, I would say the biggest movement was away from domestic services and the lumber industry.

Hon. Mr. PIRIE: May I ask what percentage of those who signed the contracts have lived up to them and what percentage have abandoned their jobs before the contracts expired?

Dr. KEENLEYSIDE: I am afraid I cannot give you any accurate statement on that. I think that again is a matter in which the Department of Labour is immediately responsible.

Right Hon. Mr. MACKENZIE: I think I could answer that question to some extent. Quite a few have improved their positions with the consent of the Department of Labour, and left the contract they had entered into in the domestic establishments to go to better-paid jobs. I know that to be true.

Hon. Mr. PIRIE: I know of quite a few who have moved away that did not give up their contract with the consent of the Department or of their employer. What penalty is there for those who left without the consent of the authorities?

Dr. KEENLEYSIDE: No formal penalty, because—and the lawyers here will correct me if I am wrong—there are no sanctions applied to the contract; it is just an agreement and is not a contract enforceable in law.

Hon. Mr. HAIG: That is mostly under the Department of Labour.

Dr. KEENLEYSIDE: Yes, almost entirely under the Department of Labour.

Hon. Mr. HAIG: We would have to have the Deputy Minister of Labour to give us that information.

Dr. KEENLEYSIDE: If the members of the committee are interested in the destination of the immigrants in Canada, these figures apply to all immigrants whether D.P.'s or otherwise.

|                            |        |
|----------------------------|--------|
| Nova Scotia .....          | 2,800  |
| New Brunswick .....        | 1,400  |
| Prince Edward Island ..... | 270    |
| Quebec .....               | 24,700 |
| Ontario .....              | 61,600 |
| Manitoba .....             | 7,700  |
| Saskatchewan .....         | 5,000  |
| Alberta .....              | 9,700  |
| British Columbia .....     | 11,900 |
| Yukon Territory .....      | 64     |
| Northwest Territory .....  | 14     |

If we may turn directly to the movement of D.P.'s there are certain general figures which I think will be of interest. In the first place, the total number of D.P.'s who have come into Canada since the movement started, that is from April, 1947 to February, 1949, was 60,432. The division of D.P.'s into national groups shows that the Polish was much the largest, 13,700; Ukrainians and Ruthenians second, 12,900; the Jewish group third, 8,000; the Lithuanian fourth, 6,000; and then Dutch, German and Latvian, all very much the same, around thirty-five to thirty-seven hundred.

Hon. Mr. CRERAR: How many Dutch came in?

Dr. KEENLEYSIDE: There were 3,549 Dutch.

Hon. Mr. CRERAR: How did they arrive? Where did they come from?

Dr. KEENLEYSIDE: They are of Dutch origin, although it goes back a good many generations. They are largely members of the Mennonite faith who went into Russia from Holland a long time ago.

The CHAIRMAN: There are the Volksdeutsch—the Germans.

Dr. KEENLEYSIDE: They are of German origin, yes. Not German nationals, of course.

Hon. Mr. CRERAR: A substantial number of Dutch people to whom you referred a few moments ago would be non-D.P.'s.

Dr. KEENLEYSIDE: Yes. That is a special farm settlement movement which has been worked out by the Immigration Branch and representatives of the Dutch Government. These are people who were dispossessed during the war because of the steps that were taken to flood Holland, and other activities of that kind, which resulted in a considerable number of the farming population in Holland being without suitable land.

Hon. Mr. CRERAR: Wholly farmers?

Dr. KEENLEYSIDE: Wholly farmers, yes, coming in here not as farm labourers but as prospective settlers. Most of them have money at home, of which they can only bring in a small amount each year, but the arrangement is that they come out here on nomination by the Dutch Government and take up residence with a Canadian farmer and remain with him for a year, the whole family together. At the end of that time it is assumed that with what money they have brought with them, plus what they have been able to earn, they are able to start on their own. A surprisingly large number are making a success of it. In many ways we look upon this as one of the most satisfactory movements of immigrants into Canada at the present time. We are hoping in the present year the total number that will come in will be around 12,000.

Hon. Mr. FOGO: Of the Baltic State group, Estonia, Latvia and Lithuania, a lot are in Sweden?

Dr. KEENLEYSIDE: There are 25,000 Estonians and about 1,200 Latvians in Sweden, and we have made arrangements to provide facilities in the Canadian Legation in Stockholm so that members of those groups who wish to come to Canada can go there and find out the conditions on which they can enter; and there is a small movement starting under those auspices at the present time. There have, of course, been a number of groups come in on their own by means of taking little ships and sailing across the North Atlantic and appearing in Canadian ports. There have been altogether, I think, six of these little vessels that have arrived; and after screening and as careful a check as we can make, they have been admitted on orders in council by the Government.

Hon. Mr. BUCHANAN: What about Norwegians and Danes?

Dr. KEENLEYSIDE: They can come only in very small numbers, because their governments do not want them to come; and in any event conditions are reasonably good in both those countries at the present time.

Hon. Mr. DAVIS: What about Roumanians?

Dr. KEENLEYSIDE: It is very difficult for them to come, because they cannot get out of their own country. That is one of the problems faced by the whole immigration movement at the present time. In the pre-war days and in the big days of immigration in the late twenties a large number of immigrants came from Central and Eastern Europe. Now they are all on the wrong side of the Iron Curtain and cannot get out except in special cases.

Hon. Mr. DAVIS: Would they be acceptable if they could get out?

Dr. KEENLEYSIDE: They are not acceptable except in the category of those coming to assured employment in lumbering, in mining and in agriculture.

Hon. Mr. DAVIS: What about professional men?

Dr. KEENLEYSIDE: They are not admissible.

Hon. Mr. DAVIS: Like doctors?

Dr. KEENLEYSIDE: No.

Hon. Mr. HAIG: Are there many Czechoslovakians applying to come?

Dr. KEENLEYSIDE: Yes, there is quite an active movement of Czechs recently, because of the number who came out of that country when it was brought into the Soviet regime. We have made special arrangements in the D.P. and refugee camps in Germany generally for these people, and they are coming in at a fairly good rate.

Hon. Mr. HAIG: They are doing very well in Manitoba,—very well indeed. They started coming out in 1927, and quite a few came out before the war, and they are helping very much with their own people who come out now. I think of all the people who come to us, except the Dutch, they co-operate with our own people the best of anybody.

Dr. KEENLEYSIDE: In answer to the question about Roumanians: 534 came in in 1948, and I think 516 were D.P.s. So you will see that there are only eighteen who came in on their own, as ordinary Roumanian immigrants.

Hon. Mr. BUCHANAN: You still have a movement of Yugoslav D.P.s. What about the movement of Yugoslavs from Canada back?

Dr. KEENLEYSIDE: I am sorry: we deal only with immigration, not emigration. I don't know anything more about them than I have read in the newspapers. Possibly the members of the committee would be interested in the distribution by occupation of D.P.s who came in. The largest number is that of the domestics,—this is leaving out the relatives of persons who are resident in Canada: in that category there have been nearly 30,000, actually 29,836.

Hon. Mr. TURGEON: That is, of relatives?

Dr. KEENLEYSIDE: Close relatives within the admissible categories of relatives. But following that, we have domestics, 7,800, woodworkers, 3,500, farmers 3,000, garment workers and their dependents 4,100, miners 2,900, railway workers 1,900, hydro workers 1,900; and so on down into much smaller groups.

Right Hon. Mr. MACKENZIE: Are any of these people who came in engaged in the fishing industry in Canada.

Dr. KEENLEYSIDE: No, sir, I do not think there have been any going into the fishing industry at all, except an odd one or two from the group that came over by sea on their own, among the Estonians. Some of them were engaged in fishing in Sweden, and I believe a few of them have gone into it in Nova Scotia, but not very many.

Right Hon. Mr. MACKENZIE: How about the return of Orientals who went back to their homes, but who have come back to Canada?

Dr. KEENLEYSIDE: The total number of Chinese who came in during the year was 74. The total number of East Indians who came in was 67. The total number of Japanese was 5. I think perhaps that covers all.

I have, Madam Chairman, a graph here showing a little more dramatically, perhaps, some of the figures. The first chart shows the arrival of D.P.'s. The purple colouring shows those who came in in labour groups; the pink, those who came in as close relatives of persons in Canada, and the little green cap on top represents orphans brought in on a special movement. Over here we have the situation in regard to the relatives. As you know, there has been in the past a great deal of concern expressed by the relatives in Canada because of the delay in getting their relatives to join them from the D.P. camps. The blue core shows the number who have actually been admitted. The green shows the number of applications that have been received. As you will see, the number who have actually arrived has been going up rapidly. The excess of those who applied for over those approved stayed approximately the same, but during the last year there has been a great increase in the number of relatives who have come in. This figure shows the different racial groups. Those are the Poles, Ukrainians, Hebrews, Lithuanians, Dutch, Latvians, Estonians and Russians.

Right Hon. Mr. MACKENZIE: What about Finland?

Dr. KEENLEYSIDE: The number is very small because Finland is not an easy place to get out of. It was exactly 200 in the last year.

Hon. Mr. HAIG: What occupation did the Hebrews you have mentioned go into?

Dr. KEENLEYSIDE: Very largely into the garment working industry and the fur industry as fur workers.

Hon. Mr. Fogo: You mentioned the Russians.

Dr. KEENLEYSIDE: They are persons of Russian origin. In some cases they may have got into other national groups. They might be labelled as Poles, for instance.

Hon. Mr. FOGO: That is not an indication of their place of departure as far as we are concerned?

Dr. KEENLEYSIDE: Not necessarily. They all came from displaced persons camps or from similar spots.

Hon. Mr. ASELTINE: How do you check to find out whether these people are communists before they come into this country?

Dr. KEENLEYSIDE: That is a question which I am afraid I shall have to ask you to put to Commissioner Wood. We send teams into D.P. camps. These teams consist of an immigration officer in charge. Then there is a security officer who is of course a member of, or a person selected by, the Royal Canadian Mounted Police. There is a health officer who is appointed by the Department of National Health and Welfare. In cases where particular labour groups are being screened or processed, an officer from the Department of Labour joins the team. The actual technique employed in the screening for security is something I know very little about.

Right Hon. Mr. MACKENZIE: Are you able to give the figures of how many ladies and how many gentlemen are among the immigrants?

Dr. KEENLEYSIDE: Among the D.P.'s?

Right Hon. Mr. MACKENZIE: No, the whole thing.

Dr. KEENLEYSIDE: The total number of males in the year was 52,900 and the total number of females was 45,100. Those are adults. Then there were 27,000 children. I have not got them broken down into sexes. I have here a summary of the steps that are being taken to assist D.P.'s in becoming integrated into the communities in Canada.

Hon. Mr. HAIG: Before you get to that. There has been some agitation that people from France and Belgium, if possible, should be able to come to this country. What has been done to get people from these two countries to Canada?

Dr. KEENLEYSIDE: I should perhaps answer the question this way: During the last year the government has increased the category of specially favoured immigrants to include as well as British subjects from the British Isles and the Dominions and United States citizens, citizens of France who were born in France. In other words they have removed the barriers against persons in that category.

Hon. Mr. HAIG: Thank you. Then, those people can come here just like the British or Americans can?

Dr. KEENLEYSIDE: They can come on exactly the same terms as people from the United States or the United Kingdom.

Hon. Mr. HAIG: Thank you.

Dr. KEENLEYSIDE: That only applies to France and not to Belgium. It should be noted that the French government is opposed to the emigration of their people; they have got to get permits before they can leave.

The CHAIRMAN: Would honourable senators like to hear the steps being taken to integrate the people in the communities of Canada?

Some Hon. SENATORS: Yes.

Dr. KEENLEYSIDE: The government fully recognizes the importance of this matter. They also recognize, however, that education is a provincial responsibility, and that the provinces share with the Dominion the benefits resulting from increased population. Anything that the federal government does, therefore, must and should be conditioned by a recognition of these two facts.

In the case of the displaced persons who are brought to Canada in group movements, the Canadian government and the International Refugee Organization both assist in preparing the immigrant for his new life in Canada prior to his arrival in this country. In the assembly centres on the continent and on the ships coming across the ocean, moving pictures of Canada are shown, and talks on Canadian conditions are given by officials in charge of the movement and members of the staff of the vessels employed.

The Immigration Branch of the Department of Mines and Resources has had prepared a small book, of which copies have been distributed to all members of Parliament, entitled "This is Canada!" This book, which is being printed in French, Dutch, German, Ukrainian and Polish, as well as in English, is to be given to the D.P. immigrant before he leaves the other side in order that he may have an opportunity to study it on the way across. I might add that copies of that book are also given to all other immigrants when they arrive at the port of entry on this side. It is given to the displaced persons before they arrive here so that they can study it but the other people, most of whom are coming in on their own, do not receive the books until they arrive. In respect to those coming in from the United States, there are too many ports of entry to make it practical to distribute books to them. I think the members of the committee who have read this book will agree that the officers of the department and the Canadian Association for Adult Education, which was largely responsible for the text, have done an excellent job in presenting in simple form the salient material required for the understanding of the conditions which the immigrant will meet on arrival in Canada.

Following the arrival in Canada of immigrants from the displaced persons camps in Europe, they are taken to the localities in which employment has been arranged for them. Similarly, the Dutch immigrants who are coming in under the Farm Settlement Scheme, arranged by the department in co-operation with the Netherlands government, are directed to the farms on which arrangements have been made for their reception. At this point, these immigrants and, of course, all those who come in on their own, become primarily the responsibility of the provincial rather than the federal authorities. However, through the work of the Settlement Service of the Immigration Branch, the National Employment Service of the Department of Labour, and the Citizenship Branch of the Secretary of State's office, the federal government continues its interest in the new arrivals. Mention should also be made of the assistance that is given to them by the Department of National Health and Welfare. Free medical aid is extended at the port of arrival and during the trip to the ultimate destinations. Then, certain categories of immigrants come under a co-operative arrangement between the federal government and certain of the provinces by which Ottawa pays part of the hospitalization and health service costs during the first six months of the immigrant's life in Canada.

Mention should also be made of the assistance extended to the New Canadians by welfare organizations throughout the country. This has been particularly evident in the work that has been done by the Red Cross in providing comforts and assistance at the port of arrival and at the various stations throughout Canada, and by the W.C.Y.A., the Catholic Women's League and other private bodies in the organizing of various forms of assistance for the newcomers.

I have said that the Federal Government recognizes that the education of the immigrants is, as is the case with education generally, primarily a provincial responsibility. It is also recognized, however, that there are special problems relating to the adjustment of immigrants into Canadian life and the preparation for citizenship. To assist in meeting these problems, the Federal Government has prepared through the Citizenship Branch of the Secretary of State's office, a collection of educational materials dealing with such matters as Basic English, Canadian Government, the acquisition of citizenship, and so on, which are made available on request to the educational authorities of the various provinces for use in their work with New Canadians. Almost without exception the provinces have taken advantage of this offer, and very wide use is being made of the material thus supplied.

In certain parts of the country special plans have been initiated for training teachers in citizenship classes, so that they will be competent to handle the immigrant problem. In addition, a recommendation has been made that the government appoint a small number of officers, responsible to the Citizenship Branch, to act as a direct channel of communication between the provincial authorities, private organizations and the Federal Government in connection with the problem of the newly-arrived immigrants. It is hoped that these Citizenship Officers may perform a useful service in seeing that there is no overlapping in the functions of the respective organizations, and that there are no gaps left unfilled. Working in a consultative and liaison capacity, they should be able to do much in the way of co-ordinating the efforts of the different bodies engaged in this field.

There are, of course, a considerable number of supplementary activities that have a bearing on the welfare of the immigrants. Films have been distributed by the National Film Board for use among immigrant groups, and the Canadian Broadcasting Corporation recently put on a series of dramatizations designed to familiarize our people with some of the problems faced by New Canadians. I understand that consideration is being given to a reduction in the period of residence required before immigrants become eligible for family allowances.

All aspects of the problem of assimilating immigrants are kept under constant review by an Advisory Committee on Citizenship made up of representatives of the Immigration Branch of the Department of National Health and Welfare, the Department of Labour, the Department of Veterans Affairs and the Citizenship Branch which meets under the chairmanship of the Under Secretary of State. Representatives of the Canadian Council on Citizenship (General Crerar), the Canadian Welfare Council (Mr. Reginald Davis), and the Canadian Educational Association (Dr. Althouse), attend meetings of the committee in an advisory and consultative capacity.

Madam Chairman, it is not contended that all the problems relating to the settlement of immigrants in Canada have been satisfactorily solved. It is felt, however, that through the agencies that I have mentioned the matter is under reasonably effective control, and that a reasonably successful effort is being made to enable the immigrants to achieve their desire to become good Canadians.

Right Hon. Mr. MACKENZIE: What arrangements are being made for providing educational courses for D.P.'s? In Vancouver ten days ago I was informed that there is no provision whatever along this line out there.

Dr. KEENLEYSIDE: Classes have been started in Vancouver within the last two months. The figures given for the whole country show that the percentage of D.P.'s who are taking classes in English or other subjects at the present time is around thirty-seven or thirty-eight, and it is rising rather rapidly. One

gratifying feature is that over half of the D.P.'s who go through a class one year in English or some related subject come back a second year for another course.

Hon. Mr. BUCHANAN: Dr. Keenleyside, you said there was a decline in the movement in the latter months of 1948?

Dr. KEENLEYSIDE: Yes, sir.

Hon. Mr. BUCHANAN: What is the outlook for 1949?

Dr. KEENLEYSIDE: I do not know that I can answer that with assurance. Summaries prepared by Mr. Skelton's research branch in the Department of Trade and Commerce would seem to indicate that this also will be a year of pretty nearly full employment, and one would assume that so long as that condition exists in the country the capacity for absorbing immigrants will remain very high. If I had to make a guess I would say that the number of immigrants who will come in this year will be perhaps a little higher than the number last year, but I should like to have a chance to revise that estimate in six months' time.

The CHAIRMAN: One of the difficulties in the past was that four or five government departments were dealing with the same people, and it is good to know that there is now a co-ordinating committee of the various departments concerned. There is, as we know, still a big backlog of people in the D.P. camps. I feel particularly concerned about the women there who have one or two children and no opportunities at all.

Hon. Mr. HAIG: The older people and the professional people are suffering the worst, I think.

The CHAIRMAN: The young widows with one or two children are also suffering. I wish we could make some provision for them, but perhaps it will have to be left to private societies to take care of them.

Dr. KEENLEYSIDE: A few women with one child each have been provided for in domestic employment, but the number is not large.

Hon. Mr. Turgeon: That is limited to women with one child, is it?

Dr. KEENLEYSIDE: At present, yes.

Hon. Mr. HAIG: Senator Turgeon, will you pardon me for interrupting here to ask about a point that bothers me, and that is the pay that these people get.

Dr. KEENLEYSIDE: The Department of Labour draws up a contract, which stipulates that the individual concerned will get a certain sum, and that sum is supposed to represent the going wage in the industry or occupation in the district where the individual is employed.

Right Hon. Mr. MACKENZIE: Of course that does not prevent the individual from getting more than the ordinary contractual wage. That runs from \$35 to \$40 a month, and many of these girls are getting \$50 a month at least.

Hon. Mr. HAIG: I have no objection to that. What I am worrying about is the payment of \$25 to some of them.

Dr. KEENLEYSIDE: Some of the girls have not been successful, and there have been instances where the employers have not been satisfactory. The Department of Labour endeavours to straighten out the situation wherever necessary.

Right Hon. Mr. MACKENZIE: Madam Chairman, I should like, if I may, to extend the thanks of the committee to Dr. Keenleyside for his most informative and helpful presentation to us.

Hon. Mr. HAIG: Hear, hear.

The CHAIRMAN: We are all very grateful to you, Dr. Keenleyside.

The committee then adjourned, to resume at the call of the Chair.





Mr. Dan  
Colin  
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1949

# THE SENATE OF CANADA

Government  
Publications



## PROCEEDINGS OF THE STANDING COMMITTEE ON

# Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 3

TUESDAY, 29th MARCH, 1949

The Honourable Cairine R. Wilson, Chairman.

### WITNESSES

Honourable Colin Gibson, P.C., M.P., Secretary of State.

Mr. Frank Foulds, Director, Citizenship Branch, Department of the  
Secretary of State.

Miss Constance Hayward of the Citizenship Branch, Department of the  
Secretary of State.

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.  
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1949



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

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The Honourable CAIRINE R. WILSON, Chairman

### The Honourable Senators

|          |           |              |
|----------|-----------|--------------|
| Aseltine | Dupuis    | McIntyre     |
| Blais    | Euler     | Murdock      |
| Bouchard | Ferland   | Pirie        |
| Bourque  | Fogo      | Robertson    |
| Buchanan | Haig      | Roebuck      |
| Burchill | Hardy     | Taylor       |
| Campbell | Horner    | Turgeon      |
| Crerar   | Hushion   | Vaillancourt |
| Calder   | Lesage    | Venoit       |
| David    | Mackenzie | Wilson       |
| Davis    | McDonald  | Wood         |

### ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Thursday, February 10, 1949.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said committee report its findings to this house;

And that the said committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*

## MINUTES OF PROCEEDINGS

TUESDAY, 29th March, 1949.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

*Present:* The Honourable Senators: Blais, Buchanan, Burchill, Campbell, Crerar, Davis, Euler, McIntyre, Pirie, Roebuck and Wood.—11.

In the absence of the Chairman the Honourable Senator Buchanan was elected Acting Chairman.

The Committee resumed consideration of the Order of Reference of 18th February, 1949, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

Hon. Colin Gibson, P.C., M.P., Secretary of State, was heard and gave an outline of assistance given to immigrants coming to Canada by various voluntary organizations, co-operating with Government agencies; and was questioned.

Mr. Frank Foulds, Director, Citizenship Branch, Department of the Secretary of State, was heard and gave a report of the progress being made with respect to the assistance given to immigrants and displaced persons coming to Canada, in order that they may become citizens of Canada; and was questioned.

Miss Constance Hayward of the Citizenship Branch, Department of the Secretary of State, was heard and gave an outline of the work of the Liaison Division of the Citizenship Branch, with the various voluntary organizations assisting immigrants and displaced persons in Canada; and was questioned.

At 12.10 p.m., the Committee adjourned to the call of the Chairman.

ATTEST.

H. ARMSTRONG,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

### THE SENATE

OTTAWA, Tuesday, March 29, 1949.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. Mr. BUCHANAN in the chair.

The CHAIRMAN: Honourable members, I understand this morning is to be devoted to evidence from the Canadian Citizenship Branch of the Department of the Secretary of State. The Minister, Hon. Colin Gibson, is here, as are also Mr. Foulds, Director of the branch, and Miss Constance Hayward, of the Liaison Division of the branch. With your permission I will ask the minister to speak to us first.

Hon. COLIN GIBSON, Secretary of State: Mr. Chairman and honourable members, Senator Wilson asked me to come over and start off the proceedings by giving a brief outline of the work that is being done in providing for the assimilation of immigrants and for their education. I might say first that we found that various government departments and branches were providing prospective immigrants with educational and factual material about Canada, before the immigrants left Europe and while they were on the ship on the way over to this country. When immigrants arrive here they are taken in charge by the Department of Labour and assisted by various organizations, such as the Canadian Legion, church groups and so on. The Citizenship Branch then becomes active in providing the newcomers with opportunities to learn something about the country and our languages. It was therefore felt that we should have an interdepartmental committee to prevent overlapping between various departments, and we set up a committee consisting of representatives of the Department of Labour, the Department of Health and Welfare, the Immigration Branch of the Department of Mines and Resources and the Canadian Citizenship Branch of the Department of the Secretary of State, to make sure that before immigrants left for Canada and while they were on board ship en route here they would be given some useful information about Canada, so that they would know something about the country before they actually arrived. Once they arrive here the Department of Labour is still responsible for placing them in employment, and the Canadian Citizenship Branch is, under the Canadian Citizenship Act, left with the responsibility of taking steps to make sure that facilities are available to enable newcomers to receive instruction about the country.

As you know, education is a responsibility of the provinces, so it would be quite a delicate subject for the Citizenship Branch to outline any program of education except through the provinces. The problem was handled in this way. A Canadian Citizenship Council was set up, that being an organization headed by General Crerar and consisting of representatives of the various provincial departments of education, the Citizenship Branch, labour groups and other such organizations, the Canadian Legion and social welfare organizations throughout the country. It is realized that citizenship applies not only to immigrants who come to this country but also to the young people who are coming of age here; and it cannot be taught in schools alone but must be taught also in our churches,

service clubs and social service organizations. So the Canadian Citizenship Council is endeavouring to co-ordinate the activities in all municipalities throughout the country, and good co-operation has been received in this matter in every province.

Some provinces suggested that as the Dominion government had brought these people to this country it should be responsible for the additional expense in training them. We felt that we could not make cash grants to the provinces for this purpose, and after discussions with representatives of the departments of education we undertook to make educational material available to the provinces. This material is being provided after consultation with the Canadian Education Association. It prepares the booklets and we provide for their distribution, so in that way the Citizenship Branch is assisting all the provinces in their work of looking after immigrants and also their work of providing citizenship training for the young people of Canada.

That is pretty much the program that we are working on at the present time. Mr. Foulds is the Director of the Canadian Citizenship Branch, and Miss Hayward is doing liaison work with women's groups throughout the country. Mr. Foulds and Miss Hayward will be able to give you details of the work.

The CHAIRMAN: Would any member of the committee like to ask questions of the minister?

Hon. Mr. CRERAR: How is this work financed?

Hon. Mr. GIBSON: We get a grant of \$10,000, which we have given to the Canadian Citizenship Council, of which, as I have said, General Crerar is the head. That is not a government organization. As a matter of fact, the Montreal Board of Trade brought out a report on immigration and strongly urged that a non-partisan committee should be set up. The Canadian Citizenship Council was in existence and we suggested to them that they call a joint meeting. This was done and the meeting was a large one, attended by representatives of labour organizations, social service organizations and so on. It was then that General Crerar, a representative Canadian with no political affiliations, was chosen as head of the council. It gets a grant from the government and also it has undertaken to get financial assistance from various organizations throughout the country.

Hon. Mr. ROEBUCK: Do both Ontario and Quebec co-operate?

Hon. Mr. GIBSON: Yes. I think that Ontario has made the greatest progress in this educational work. The provincial government has established a large number of classes throughout the province, and also has done radio broadcasting for men working in lumber camps. Ontario provides teachers and has done a great deal of pioneering in this work.

Hon. Mr. BEAUBIEN: That is mostly for immigrants?

Hon. Mr. GIBSON: Yes. The province also provides language classes in the various cities, and these classes have been largely attended.

Hon. Mr. BURCHILL: Is that being done by the Ontario government now?

Hon. Mr. GIBSON: By the Ontario Department of Education, yes. From Quebec we have been getting quite a large number of requests for books on educational subjects taught in the various classes that are being given in Quebec. We are getting co-operation from both Ontario and Quebec as well as the other provinces.

Hon. Mr. ROEBUCK: I thought they were largely private institutions that were teaching language, such as Polish institutions, and so on.

Hon. Mr. GIBSON: The racial groups do run classes themselves. These classes are well formed and conducted and do assist in the nationalization of the people attending them, but the provincial departments of education also have been very active, and so have organizations like the Y.W.C.A. and the Y.M.C.A.

Hon. Mr. ROEBUCK: Where is the school in Toronto, for instance?

Hon. Mr. GIBSON: I think it is in Harbord Collegiate.

Hon. Mr. BEAUBIEN: It seems to me that we should pay far more attention than we have in the past to teaching our young people what citizenship means. Practically no instruction at all has been given on this subject, and the result is that when our young folk get into the tenth and eleventh grade they know very little about our system of government and Canadian citizenship. I am speaking of places that I know.

Hon. Mr. ROEBUCK: If we could instil ambition in young people to take part in public affairs fewer of them might be inclined to become gangsters.

The CHAIRMAN: Are there any more questions of the minister? If not, shall we hear Mr. Foulds now?

Mr. FRANK FOULDS, Director, Canadian Citizenship Branch, Department of the Secretary of State: Mr. Chairman, I am very glad that the Minister came to open the discussion, and I would judge that my job this morning is to fill in some of the details. I am going to report progress rather than attempt to put any brand new recommendations in front of you. This is the third year that I have appeared before the committee, and citizenship is a matter which concerns our school system, our churches, our social welfare organizations, our public service groups and so on, so we do not come before you with a lot of new formal recommendations.

This question of education is a vital one and a very delicate one. As the Secretary of State pointed out, you cannot deal with a matter which is entirely a prerogative of the provinces unless you co-operate with them and co-ordinate your work with theirs. That, gentlemen, is primarily the gist of my report this morning.

But I want to go back one step farther. We start in Europe and on the boat with material in the language of the people coming here. Then as soon as possible after their arrival we teach them English or French and we gradually stop issuing them publications in their native language. We assume that they can then read simple English or French and we try to put our material in a way that they will understand and that will give them practice in one of the languages of this country. The first publication that we distribute to them is a pamphlet called "Facts about Canada." This is now issued in five languages—Ukrainian, Polish, German, Dutch and Lithuanian—and we are working now on an issue in Estonian and Yiddish.

Hon. Mr. EULER: What kind of facts do you give in this pamphlet?

Mr. FOULDS: Simple facts about the geography and history of Canada, and a few items of information about the postage rates, currency, weights and measures and other things that a newcomer will need to know about almost as soon as he steps off the boat.

Hon. Mr. WOOD: Who edits this?

Mr. FOULDS: The Canadian Citizenship Branch of the Department of the Secretary of State.

Also we are distributing to prospective immigrants in Europe, even before they get on the boat, a little leaflet entitled "Learning English or French." We find the situation is quite different from what our general public might have thought years ago. It might have been thought that we had to force people to learn one of our languages and be instructed as to our customs and ways of life. But the question that is coming to us from these European people who anticipate getting passage to Canada is "How can I arrange to fit into Canadian life quickly so that I shall not appear queer, new or awkward?" Basically the first need is to know one of the languages, so this little pamphlet, which is published in English and French as well as in six other languages, is designed to tell these

people before they leave Europe what night school facilities will be available to them here. I might point out, incidentally, that this was written by us, but checked with the educational authorities of the provinces. That is an instance of the co-ordination that we have to practise all the way through. I might also remark here that a group which has just left for Europe to help some of these people took along a series of catalogues from Eaton's, Simpson's and other department stores, with the idea that the immigrants will want to know the kinds of things that are used here in our houses, for example, and how the women dress, and so on.

Hon. Mr. ROEBUCK: They are not going to learn how our women dress from the catalogues, I hope.

Hon. Mr. BEAUBIEN: The group that you referred to are representing whom?

Mr. FOULDS: The Ukrainian-Canadian Committee. The Ukrainian group in Canada have been very good in sending over well qualified people to help inform immigrants of their own racial group about this country.

Passing on, gentlemen, I come to what I think is one of the most important developments in our—I would almost say in our Canadian educational system. That is a very broad statement. As a result of work done between Harvard University in the United States and Cambridge University in the Old Country, two men worked out a list which has become known as Basic English, comprising 850 of the most commonly used words in the English language. Since then the Harvard man has developed a method of teaching this material without the need of any interpreter. You can call it a direct method or what you wish. It starts right off in Book One with such simple phrases as: "That is I. That is you. That is he" and so on. The objects referred to are pointed out in illustrations, so that by the time a person has gone through a series of thirty lessons he should be able to read a simple story.

But the most important feature of it to me, Mr. Chairman, is that this text is being used in cities throughout our nine provinces, in the Old Country and in the European camps. We have heard before about different educational systems teaching different things in our various provinces, and we know of course that a great number of immigrants move after they arrive here. Some may stay for a week or two in Montreal and then go on to Toronto or Winnipeg, let us say. However, this system is being used in the schools of all nine provinces as well as in the European camps, so wherever the immigrant moves he has available to him the same simple method of learning the English language.

Hon. Mr. ROEBUCK: May I have a look at that pamphlet?

Mr. FOULDS: Yes, Senator. I am very glad to distribute it.

Hon. Mr. EULER: All this work is not done by your organization?

Mr. FOULDS: The actual teaching is done by the provinces. We do not attempt to run a single class, but we have developed close co-operation with all nine provinces.

Hon. Mr. EULER: Who supplies the books?

Mr. FOULDS: Up to the present time the immigrant student has purchased his own copy. I do not know, Mr. Chairman, whether it is correct to speak here of a matter that is under discussion in the House of Commons, but I think that if the minister were still here he would tell you that he has put in this year's estimates an amount for providing the departments of education with copies of these books, upon request. All the material which I am discussing with you today is free to the immigrant, and will be supplied to the Department of Education in each province upon request.

Hon. Mr. EULER: Is this the situation, then? The work among the immigrants before they leave Europe and while they are on the ship is done through your organization, but when they arrive in Canada the provinces take over?

Mr. FOULDS: Yes.

Hon. Mr. Wood: The provinces will supply these books to the immigrants?

Mr. FOULDS: If parliament approves those estimates I hope that in future the night classes will be supplied with the books.

The CHAIRMAN: But this material did not originate with your department?

Mr. FOULDS: No, Mr. Chairman. It originated through the co-operative work between Harvard and Cambridge Universities.

The CHAIRMAN: But you are promoting it in Canada?

Mr. FOULDS: Oh yes, we are the people who have promoted it and developed it in Canada. And these are Canadian editions. Up to this year we had to use an American edition, which told about the Stars and Stripes, the President and other features of the American system.

Hon. Mr. Wood: Does each individual immigrant receive a copy of that from the Department of Education?

Mr. FOULDS: Each individual who registers in a night class will receive a copy.

Hon. Mr. Wood: That is what I mean; there is not just one copy for the whole class?

Mr. FOULDS: No.

Perhaps I might refer here to a point or two that came up last week. For instance, what about the immigrant who is in a isolated spot where he cannot get to a class, a man on a remote farm or at a mining or lumber camp? Well, again by working with the provincial departments of education, arrangements have been made with respect to men in lumber and mining camps.

Hon. Mr. Wood: Suppose an immigrant is on a farm and unable to attend a class, does he get a copy of "Learning the English Language"?

Mr. FOULDS: No, senator. He would get the Pocket Book of Basic English and the accompanying work-book.

Hon. Mr. Wood: Does he have to ask for it?

Mr. FOULDS: If he was unable to attend the class he would have to ask for the booklet.

Hon. Mr. EULER: But how would he know there was such a booklet?

Mr. FOULDS: That is the \$64 question, sir. However, it is surprising how many people do show sufficient initiative to write letters to either their provincial department of education or to the government at Ottawa, asking where they can get books to help them. Some immigrants ask where they can get a dictionary, for example.

Hon. Mr. Wood: Your department, I take it, would know what immigrants come here and where they are located. Why could not arrangements be made for them to receive a copy of this booklet wherever they are?

Mr. FOULDS: Many of them move frequently.

Hon. Mr. Wood: I thought they had to stay on the farm or wherever they were placed for a certain period of time.

Mr. FOULDS: That is true of those who come in under the labour placement scheme, but there are a good many other immigrants besides those. This work that we are doing is in an almost entirely new field, and the limit that we have gone to so far is in providing the booklets for immigrants who attend evening classes or who write in for a copy.

Hon. Mr. EULER: I should think there must me a large number of isolated farms where it is not even known that such booklets are available. If you could reach immigrants on those farms also it would be all to the good.

Mr. FOULDS: We have one other avenue which will be used as soon as the increased amount is voted. Through our own office we have contact with some eighty foreign language newspapers published in Canada in some twenty different languages. Whenever we wish to draw attention of immigrants to something in particular we insert an item in the appropriate paper or papers. The editors are always glad to use such items for the assistance of newcomers.

Hon. Mr. WOOD: But if an immigrant from, say, Germany goes to live with an English speaking family, he will not likely receive a copy of any of those foreign language papers.

Mr. FOULDS: That is true. Obviously, if he does not hear of what we are doing he will not receive any assistance from us.

Hon. Mr. WOOD: We want to make good citizens out of these people, so why should we not spend a little money on notifying them of this work that you are doing?

Mr. FOULDS: I am glad that you have raised the point, sir, and drawn attention to it.

Hon. Mr. BURCHILL: I think that further study should be given to the popularizing of your program for immigrants. I have an immigrant family living at my home, and although I do not live in the backwoods by any means this is the first time I have heard about what you have described to us this morning.

Hon. Mr. EULER: Is there no register kept to show where the immigrants go in the first instance?

Mr. FOULDS: The Immigration Branch of the Department of Mines and Resources has a register.

Hon. Mr. EULER: Would it not be worthwhile to send some booklets to every immigrant at the address given in that register?

Hon. Mr. WOOD: I thought all immigrants were placed by the Dominion government.

Mr. FOULDS: No, sir. The largest number of immigrants are close relatives of people already here.

Hon. Mr. WOOD: What about domestics?

Mr. FOULDS: They are placed by the Department of Labour.

Hon. Mr. EULER: Immigrants who go to live with close relatives learn English or French almost automatically.

Mr. FOULDS: The Pocket Book of Basic English can be purchased by anyone almost anywhere in Canada at 25 cents a copy. A large number of copies of this booklet have been forwarded by the immigration authorities to Europe and more are being distributed here. I have already mentioned the simple workbook which we distribute with the Pocket Book of Basic English. An immigrant who lives on a farm and can get some member of the farmer's family to assist him in the pronunciation of the simple words in these booklets has the best substitute that we can suggest for the person who is not within convenient reach of an organized class.

Hon. Mr. WOOD: What about the rights of these individuals? All of them are not fully aware of their rights. Should there not be some little booklet that would give them an idea of their rights under the laws of this country. We have had some cases in the west where an employer has beaten an employee. Some of these poor chaps think they have to take that. If some one makes a protest

the employer can be put in jail for a while, but otherwise the poor immigrant might continue to take a beating or other abuse, just because he does not know his rights.

Mr. FOULDS: That question, sir, is one that I think should be referred to the Department of Labour's Placement Service. That department is entirely responsible for the placing of immigrants and the first year's contract.

Hon. Mr. ROEBUCK: Is there a series of booklets on the teaching of the French language as well?

Mr. FOULDS: I am glad you raised that point, Senator Roebuck. The group at Harcard are at present working on a series known as "French Self-Taught," which they promise to have available by September. In the meantime we are working in co-operation with the Montreal School Board and Laval University.

Hon. Mr. ROEBUCK: When the "French Self-Taught" series is available you might put me on the list for a copy, if you do not mind.

Hon. Mr. EULER: And me too.

Mr. FOULDS: A couple of years ago, when the present major wave of immigrants started, there were some schools in Toronto, Winnipeg and a few other places that had a small group of students in citizenship and language classes. Since then there has been a very large increase in the number of classes and students. In Winnipeg, for example, there was a jump from 100 to 1000 students attending night school in forty-one different classes. The total number of students attending these classes across Canada at present is approximately 25,000, and the classes are held two nights a week.

Hon. Mr. BEAUBIEN: These people have come here since the war, I suppose.

Mr. FOULDS: For the most part they have come here since the war, sir, but a rather interesting thing is that they draw in with them some people who have been here ten or fifteen years and are now for the first time becoming enthusiastic about French or English. But for the most part the students are newcomers.

Hon. Mr. ROEBUCK: Is 25,000 the total number of students in both French and English?

Mr. FOULDS: That is the total in both French and English, Senator Roebuck. The greater part of them are in Ontario, because more than half of the total number of immigrants coming at present go to that province. That total of 25,000 is approximately one-third of the number of immigrants who have come to Canada from continental Europe in the last year and a half or two years, and approximately 10,000 of them have by a rough straw vote indicated that they would like to come back next year for a second term at night school. Approximately 3,000 of the 25,000 are in Montreal.

The CHAIRMAN: The night classes are held at how many places throughout the country?

Mr. FOULDS: The classes are held all across the country and total 657, but in just how many cities or towns those classes are conducted I could not tell you. In your province of Alberta, Mr. Chairman, there are classes in Edmonton, Calgary, Lethbridge and Medicine Hat, and there may be isolated groups conducted under the auspices of a church or some interested person in smaller places such as Mundare or Vegreville.

Hon. Mr. EULER: Do you find that the immigrants persist in their studies once they begin?

Mr. FOULDS: At first they did not. Then most of them seemed to have the desire to get enough familiarity with the language to go shopping or to understand what was said to them by their employer, and once they had advanced to that point they would quit. But in the last year that has changed, and many of the people attending this year's classes have intimated they would like to come back for a second year.

Hon. Mr. EULER: What proportion say they would like to come back for a second year?

Mr. FOULDS: In a number of the cities and towns of southern Ontario approximately half have registered for a second year, and the average for the whole Dominion would be better than one-third.

Hon. Mr. EULER: The course is entirely free, is it?

Mr. FOULDS: Some local schools charge a small fee, but there is no charge for anything done by a Dominion or provincial department.

Perhaps the committee would be interested if I gave an instance to show what progress is made by some immigrants. The other day I had in my office a boy of nineteen who had been in Canada about fifteen months, and except for the odd slip he spoke as fluent English as you or I would. I asked him where he learned to speak the language and he said at night school in Winnipeg. I could cite many similar instances of the amazing speed with which some newcomers have acquired a good working knowledge of English, and I mean standard English, not pigeon English.

Hon. Mr. ROEBUCK: I have met some immigrants who can converse very freely after being here only three months.

Mr. FOULDS: Once they are taught a few verbs, nouns, adverbs and so on they have to be given practice in the use of the language, and we try to do that by means of simple stories, gramophone records and films. I have here four booklets of simple stories put out by the Canadian Citizenship Council, the organization to which the minister referred. These little stories are designed to give practice in reading.

I have already mentioned that a considerable number of immigrants have indicated a desire to attend classes a second year, and this brings me to one general statement of policy. I think that well meaning people can rush the immigrant too quickly. For the first year at least he has got to be allowed time to settle down a bit, to find out about his work and a variety of things in connection with life in Canada, so in the first year we do not attempt to teach anything about the government or history of Canada, except incidentally in these booklets where there are references to shopping, postage and that kind of thing. But for those people who have taken the one-year course we have a series of three booklets entitled "Our Land," "Our History" and "Our Government". I would like to stress that these were prepared in a Dominion government department and were kept on ice until two major provincial departments of education asked when they were going to get them. I would like to repeat that these booklets are distributed only as school authorities have said "We want them." Here is another pamphlet, of which we have distributed 40,000 copies, and not one of these copies has been given out except on request from a department of education. Maybe I am bending over backwards to remember that there is a British North America Act, but I think we have got better results by co-operating and co-ordinating with the provincial authorities.

Hon. Mr. ROEBUCK: If an individual asked for one of those booklets I suppose you would give it to him?

Mr. FOULDS: If an individual takes enough interest to write and ask us a definite question or to request a booklet, we think he should be supplied.

Hon. Mr. ROEBUCK: Certainly he should.

Mr. FOULDS: But if an individual asked for several hundred copies we would have to advise him that in such quantities they were furnished only to the educational authorities.

The CHAIRMAN: How long have you been distributing these three booklets?

Mr. FOULDS: Just the last six months, Mr. Chairman.

The CHAIRMAN: And there has been a large demand for them?

Mr. FOULDS: The demand has so increased that we are putting out a new edition on the 1st of April, which will include information about Newfoundland and also have a number of illustrations. At the moment I think I have only about 20 copies of the present edition left.

Hon. Mr. BEAUBIEN: Have you got these booklets in both languages?

Mr. FOULDS: In both languages, sir. We have tried to keep the booklets factual. We feel that a government department must not start out by interpreting even such a thing as democracy. We are not attempting to issue these booklets in other languages; our aim is to make them interesting so that newcomers will want to read them in English or French.

Hon. Mr. CRERAR: It might be useful to distribute these among large numbers of native Canadians who do not know very much about their own country.

Mr. FOULDS: We do not want to start selling them to the general public. One high school principal—in Kingston, I think it was—wrote in and wanted one copy for each of his pupils, but we have not felt that we could use Dominion government funds for that purpose.

Hon. Mr. CRERAR: When you get these booklets from the press I should like to receive a complete set of them.

Mr. FOULDS: This book "How to Become a Canadian Citizen" is one which we started to distribute through the courts, which still are our basic means of distribution for it. A person who wishes to file a Declaration of Intention to become a Canadian citizen can do so by applying to a court clerk anywhere in Canada, and less than a year later he will come before the judge for examination. As soon as the person files his declaration he is handed one of these books, in English or French, on how to become a Canadian citizen, our purpose being to help him prepare for his examination before the judge. While the courts have been our primary avenue for distribution, we are receiving requests for copies from many other quarters, even from school authorities.

As stated in Dr. Keenleyside's submission to the committee, the Immigration Branch of the Department of Mines and Resources has prepared a booklet called "This is Canada". It is issued in English and French and five or six other languages. The immigration authorities are now distributing it to every person who leaves Europe for Canada, but approximately 75,000 had left before the distribution started. We are not attempting to mail a copy to everyone of those 75,000, but we do provide a copy for every person who attends the night classes.

Then there is a very worthwhile pamphlet "Canada from Sea to Sea", put out by the Department of External Affairs with the primary object, I should judge, of securing trade for this country. It is highly prized by Europeans who are preparing to come here. The other day I was told by one of the Netherlands authorities that their government is providing classes for Dutch folk who are planning to come to Canada, and the prize for efficiency in the classes is a copy of "Canada from Sea to Sea".

Finally, there is the "Canada Year Book", with which you are all familiar, issued by the Dominion Bureau of Statistics. It has a large fund of valuable information, and we place at least one copy in every classroom so that teachers and pupils may be able to use it when required.

Hon. Mr. EULER: What is the pamphlet "Our Land" used for?

Mr. FOULDS: The three booklets "Our Land", "Our History" and "Our Government" form the basis of study in the second year. The subject of study in the first year is language.

Hon. Mr. EULER: This is described as "Pamphlet No. 1."

Mr. FOULDS: That is pamphlet No. 1. of the citizenship series.

Hon. Mr. EULER: I should think it ought to be written in the simplest possible English. But here is a section dealing with climate, and it uses the term "precipitation" where I should think it would have been better to say "rainfall".

Mr. FOULDS: These pamphlets were written in the first place for the use of teachers and leaders of groups. Many a person who, when approached, is only too glad to help a group of immigrants, will ask for something to help him in this work, and this edition of the pamphlets was prepared primarily for such persons. Now we are breaking the pamphlets down into simpler editions which will form the material for one or two evening classes. And with them we are putting out film strips. Reasonably cheap projection machines are in use in practically all schools, and we can have on this film a series of about fifty pictures illustrating maybe one-quarter of the book, dealing with the Maritime provinces or the Prairies, for instance. The teacher can use the film as a medium of instruction along with the book. When one is trying to write a book of information in simple terms it is difficult to keep the terms simple and at the time always be accurate. I admit, Senator, that "rainfall" could have been used here instead of "precipitation".

Hon. Mr. ROEBUCK: Is the projection machine for these films available at a small price?

Mr. FOULDS: The ordinary type costs about \$75, and a more elaborate one runs to \$200.

Hon. Mr. WOOD: Would it be possible for the members of this committee to get some of the material that you distribute?

Mr. FOULDS: Certainly, senator.

Hon. Mr. EULER: The immigrants will know more about Canada than some of us do.

Hon. Mr. WOOD: We should know something about these things if we are going to sit on this committee.

Mr. FOULDS: Mr. Chairman, are there any other questions on education or training facilities, before I proceed to a couple of other items?

Hon. Mr. ROEBUCK: It is too bad that these films cannot be shown through the simple magic lantern which we used to have when we were children. The films, I suppose, are inexpensive?

Mr. FOULDS: To produce a film would cost us, say, \$300, and a print off it would cost one dollar. It is the one dollar-print that is distributed through the schools.

Hon. Mr. WOOD: The film is so small that a high-class lens is needed.

Hon. Mr. ROEBUCK: You can get a high-power lamp for 45 cents.

Hon. Mr. WOOD: It is the lens that is important and costs a good deal.

Hon. Mr. ROEBUCK: With films available at \$1 and a cheap projection machine, many people would run off the films at home, but that is out of the question for most people if the projection machine costs at least \$75. In the five-and-ten-cents store you can buy a very good reading lens for 10 cents.

The CHAIRMAN: Are there any other questions on this subject? If not, Mr. Foulds might go on to his other items.

Mr. FOULDS: The Secretary of State referred to the Advisory Committee on citizenship. This committee, Mr. Chairman, at the conclusion of its sittings last year recommended that such a body be set up. The Cabinet appointed a committee composed of the Deputy Ministers of a number of departments—Mines and Resources (of which the Immigration Branch is a part), Welfare, Labour and

Veterans Affairs—and the Under Secretary of State, the Chairman, and myself from the Citizenship Branch of the Department of the Secretary of State. The Privy Council's office provided Mr. Chairman as secretary, and Miss Hayward, from our branch, is co-secretary. We wrote to the Canadian Educational Association, which represents the ten provincial departments of education—I can say ten now, because for some time Newfoundland has been represented in the membership of that association—and we asked if their President would sit in with our interdepartmental committee of deputy ministers. This he agreed to do, and his presence at our meetings has done much to help us work out this whole educational program without ever once overstepping the respective limitations of the Dominion and the various provinces. This prevents overlapping that would otherwise occur in the work of the various departments. Just yesterday when planning one of these film strips I found out that there was a Geography Branch in the Department of Mines and Resources which was also making a film strip, and this afternoon we are having a meeting on the matter. A great deal of clearing-house work can be done by the interdepartmental committee. Of course, it has the function of making recommendations to the Cabinet.

Then there is the liaison work. Since provincial governments and many lay organizations are doing work similar to ours, we in the Canadian Citizenship Branch must be co-ordinators, and our chief function is that of a liaison between the many organizations working with the immigrant. All this liaison work sums up in the development of what I can only call valuable moral defence. We recognize that it is very important to have a North Atlantic Pact and other means of military preparedness. I ask you, gentlemen, if it is not equally important that both the newcomer and the oldtimer in our country should have a consciousness of being Canadian, and a proper Canadian esprit de corps, and back of it all an appreciation of what we as Canadians stand for. That is what I mean by moral defence.

I would like Miss Hayward to deal with the liaison work, but just before you call on her I wish to comment on one other thing. I am somewhat afraid of the good intentions of zealous people who want to compel newcomers to become Canadians at once. There are human factors involved and we must not be in too much hurry. We must be careful not to say to these people "You have got to go to night school" or "You have got to stay on a certain job or else you will not get your citizenship" or things of that kind. We must recognize that there are certain problems which will work themselves out if we allow sufficient time. I would like to tell a little story, Mr. Chairman, which concerns Miss Hayward. Some six or nine months ago Dr. Kaye, another member of my staff, tried to make an appointment for Miss Hayward with a group of immigrant women. The expected invitation did not come and we wondered why. On Saturday we learned the reason. Apparently this group, officered largely by younger women, felt that a number of the older women in the group were not sufficiently familiar with English to be able to understand an address delivered to them in that language. They organized a class in English and they have now advised us that these older women are able to appreciate an address in English, so they would like Miss Hayward to come and speak to them. I cite that merely as an illustration of my point that certain things have to be allowed to work themselves out and cannot be speeded up compulsorily.

Hon. Mr. ROEBUCK: You can lead a horse to water but you cannot make him drink.

Hon. Mr. CRERAR: Mr. Chairman, I should like to say that I am wholly in accord with that last point made by Mr. Foulds. There is in human nature something which instinctively resists compulsion, and I think the course followed in that respect by Mr. Foulds and his branch is very wise. You will make much more progress by co-operative methods than by waving some sort of stick, even

if it is only a rubber one. I agree entirely with the adage quoted a moment ago by Senator Roebuck, that you can lead a horse to water but cannot make him drink. That expresses a philosophy which in these modern times is a little too much honoured in the breach rather than in the observance.

Hon. Mr. PIRIE: Of course, you can go a little too far in that direction. If you bring these people in here and let them think they do not have to abide by any rules or regulations, there will be trouble. I have had a little experience with some of them and I have found that the more courteous you were to them and the better you tried to treat them the more determined they became to push you in a corner or up against the wall and refuse to do what you want them to do. A few moments ago Senator Wood mentioned that somebody had been given a beating.

Hon. Mr. Wood: That happened right in Saskatchewan.

Hon. Mr. PIRIE: I do not think that any employer uses a whip or anything like that on any of these people.

Hon. Mr. Wood: This employer did use a whip.

Hon. Mr. PIRIE: Of course, many a parent has found it necessary to whip even his own children. For the last seven or eight months I have had a couple of Poles in my house, and I do not think they will ever make good citizens. It is not a good thing to give them to understand that they are free to break an agreement after they come here, but that is what some of them do; instead of staying on the job where they have agreed to stay they will trot off to some other job. If they are under agreement to work in the Maritimes, for instance, some of their friends in Ontario will write down and say "Pay no attention to the agreement you made with the government. It does not amount to anything. Quit the job you are on and come to Ontario. We will see that you get a job up here all right." I know of cases like that, and I think the Department of Labour or the Immigration Branch should have some control over these people. I do not approve of beating them or doing anything at all like that, but I do think they should be made to understand that they are required to comply with the law in this country.

Mr. FOULDS: Mr. Chairman, when I spoke of compulsion I had reference only to compulsory learning of one of our languages or attendance at night classes. I feel that, by and large, they themselves are sufficiently eager to become like the other people in their community and that it is unnecessary to introduce any compulsion to bring about attendance at these night classes or the filing of declarations of intention to become citizens.

Hon. Mr. ROEBUCK: Time and again attempts have been made by governments to promote a certain language by suppressing others. One can think of a dozen instances of that kind.

Hon. Mr. DAVIS: The Durham Report recommended something of that kind in Canada.

Hon. Mr. ROEBUCK: Yes. That is an instance which brings my point right home. Such attempts have invariably been unsuccessful, and the languages which the authorities tried to suppress are still being spoken and will continue to be spoken so long as the attempts at suppression last. That is what compulsion does. But the Citizenship Branch and the organizations with which it co-operates are trying to induce immigrants to attend language classes voluntarily. I remember that when the war was on I remarked that I should like to be able to speak German, but I should not want to be made to speak it at the point of a bayonet.

Hon. Mr. CRERAR: I do not quarrel with what Senator Pirie said. One of the purposes of the Canadian Citizenship Council is to see that immigrants are acquainted with the fact that our laws must be obeyed and that agreements must

be respected. It may be that here and there throughout Canada there are some well-intentioned people or even people with subversive ideas who will try to create discontent in the minds of newcomers. But the observance of laws and agreements, as I understand it, is not what Mr. Foulds had in mind at all when he made his submission, which certainly appealed to me. Our whole system is founded on a respect for law and for the majesty of law. If that respect weakens, our whole fabric will weaken correspondingly. But teaching respect for law and the observance of law is quite a different thing from an effort to use compulsion in matters not related to law at all.

Hon. Mr. WOOD: How many immigrants break their contracts?

Hon. Mr. ROEBUCK: A very small proportion.

Hon. Mr. PIRIE: How do you know the proportion?

Hon. Mr. ROEBUCK: Because I have had a good deal of experience with immigration matters.

Hon. Mr. WOOD: What about our own citizens? Some unions and other organizations will break their agreements. Not only Europeans, but Canadians too will do that kind of thing.

Hon. Mr. BEAUBIEN: During a great part of my life I have been associated with people who came from foreign countries and settled in the district which I represented in the House of Commons for twenty years. Those people include Ukrainians, Poles, Hungarians, Mennonites and so on, and I know that some of the finest citizens we have in Canada today are members of those racial groups in that district. In their observance of our laws they will compare favourably with people born in Canada. The present generation of these people are just as Canadian as we are. I know some families out there with ten or fifteen children, and everyone has been educated at Normal school or university. These people have gone into business or the professions and have made a most valuable contribution to the social progress of this country. They are hard workers. The first ones who came into the district settled on poor land and made a success where the ordinary Canadian would have starved to death. As Mr. Foulds says, we must allow time for newcomers to get acquainted with our way of life. You cannot make Canadians out of them over night.

The CHAIRMAN: Are there any further questions of Mr. Foulds? If not, on behalf of the committee, I wish to thank him sincerely. He has given us a great deal of enlightenment. We all know more about the work of the Canadian Citizenship Branch and appreciate it more highly than we did when we came here this morning.

Now I will ask Miss Hayward to come forward. Miss Hayward has appeared before us on two or three occasions, and we are always glad to hear her.

Miss CONSTANCE HAYWARD, Citizenship Branch, Department of the Secretary of State:

Mr. Chairman, this morning's discussion has been devoted largely to what I would call formal education of immigrants, and particularly instruction in language. That is obviously the first stage, and an important one, but I think you will agree with me that there is another stage which continues over a much longer period. Our object in developing citizenship among immigrants is to make them feel truly Canadian, and this can only come about as a result of their complete integration into our community life. This requires something more than the instruction that can be given in classes. The introduction of immigrants to local activities will be affected largely by the attitude of the Canadians with whom they come in contact. In other words, the helping of these people is a personal and individual work, and a very important aspect of the general citizenship problem. It is a work that is done largely through private and voluntary organizations.

It is the work that is being done by these voluntary organizations and the liaison between them and the Citizenship Branch that I want to bring to your attention this morning. I do not think it would be desirable for me to try to list the organizations, because, not having them written down, I might omit some of the most important ones. We sometimes forget how many problems—some of them small, but some of them emergencies—are met by the welfare agencies. And of course the requests for information are very numerous. The committee knows, I believe, of the work of the Catholic Women's League and the Y.W.C.A., who have formed a joint committee and many local groups to assist women who come here as domestics. The local groups include also representatives of many other organizations.

I want to make it quite clear that the groups who are helping these people consist of men and women, that they are not exclusively women's organizations. Church groups are playing a very important part, as are also the various ethnic groups. The Ukrainians, for example, have fairly large organizations and are able to give many kinds of assistance to the people who come from their country. Other groups, such as the Latvians and Lithuanians, are a relatively small number of people in this country. However, they do their best for their fellow countrymen who come to Canada, although I suggest that sometimes, as in the case of the Lithuanian displaced persons, a fairly heavy responsibility falls on a small organization. The Jewish organization, as you probably know, is efficient and does a complete job in assisting Jewish immigrants.

There are many other groups. Some of these can offer assistance to the newcomer at a particular time, as for instance, when he has fulfilled his agreement and is probably qualified for other work. He can be helped then by meeting people of his own occupational or professional interests, and assistance is given in this respect by university and professional groups.

A very important work is done by the Women's Institutes and the farm groups. We have had a good many inquiries from them. For instance, we may be asked where assistance in the way of training can be had for a man who is on a farm. The solution of most of these problems will depend on the interest of Canadians. It is easy enough to tell immigrants that in Ontario, for instance, there is a community program for their assistance, but many problems that face immigrants can only be worked out through the co-operation of private citizens. What finally leads a newcomer to feel that he belongs here is the helpfulness of Canadians and their acceptance of him as a citizen or potential citizen. Not long ago a man said to me "I have been naturalized for twenty years. I am a Canadian and I feel Canadian, but other Canadians call me Italian."

I think it is an obligation of the Liaison Division of the Citizenship Branch to give these voluntary organizations as much assistance as possible. We find that they want material, they want opportunities to consult on problems, they want help in preparing programs. An important point which was suggested here earlier this morning is that we cannot help these people as we should without showing good citizenship ourselves. Democracy cannot be taught by lectures. If we tell them that democracy means equality of individuals and then discriminate against them in an organization, we are not likely to have any worthwhile effect upon them. We have to make it clear to them that we wish to take them in with us. I feel that the time and effort that a great many individuals put into voluntary organizations, working on behalf of immigrants, is in itself a demonstration of good citizenship. Since I have been in the Citizenship Branch I have been particularly interested to notice how many voluntary organizations have a citizenship convenor or committee.

I am not giving any detailed description of our work, because it depends on what particular group of immigrants an organization is dealing with, and also whether the organization is in a city or a rural area. But in general I may say that we fit in and work with these organizations. I believe that by working together with these organizations we can show immigrants what we mean by Canadian democracy, and that in this way we are helping to strengthen the fibre of our own citizenship.

One development that I think is worth noting is the trend toward the formation of co-ordinating committees in the larger centres. One realizes that, with the present heavy influx of immigrants into large cities such as Montreal and Toronto, there must be a large number of organizations helping the immigrants. Sometimes one organization may not know what another is doing. In Montreal representatives of more than thirty organizations met and set up what is called the Montreal Council for New Immigrants. If duplication of effort and gaps are to be avoided, it will be necessary to have such co-ordinating committees in all the larger centres. I believe that a start along this line has been made in one or two other places.

Another useful thing we think would be additional liaison work between the Citizenship Branch, or perhaps the Advisory Committee on Citizenship, and these local organizations. With so many organizations in one city one can well realize how difficult it would be for each of them, by its own efforts, to keep in touch with the several departments of the federal government, and how much time and effort could be saved by a local co-ordinating body. This matter is under consideration at present.

Mr. Chairman, that is all I have to submit this morning.

Hon. Mr. BURCHILL: Mr. Chairman, as you remarked when you called Miss Hayward, this is not the first time she has appeared before our committee, and I am quite sure we all agree that every time she comes here she gives us much valuable material and makes a most favourable impression. I am particularly proud to say this because Miss Hayward comes from New Brunswick, in fact from my own town. It gives me much pleasure to move a hearty vote of thanks to Miss Hayward.

The CHAIRMAN: The applause which has greeted your remarks, Senator Burchill, shows that the motion is unanimously carried. If it is permissible for the chairman to say anything on the point, I should like to add that I am in complete agreement with this tribute to Miss Hayward.

Hon. Mr. ROEBUCK: I should like to point out that over the past three or four years we on this committee have promoted to the best of our ability the work that Miss Hayward and Mr. Foulds are doing. We directed attention to it when it was in its earliest stage as a departmental activity, and I think I can safely say that we shall continue to encourage its development.

The committee then adjourned, to resume at the call of the Chair.



1949

# THE SENATE OF CANADA



## PROCEEDINGS OF THE STANDING COMMITTEE ON

# Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 4

WEDNESDAY, 27th APRIL, 1949

The Honourable Cairine R. Wilson, Chairman.

### WITNESS

Dr. Alfred A. Valdmanis, Professor of Economics, adviser to the  
Immigration Branch, Department of Mines and Resources.

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1949





# STANDING COMMITTEE ON IMMIGRATION AND LABOUR

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The Honourable CAIRINE R. WILSON, *Chairman*

## The Honourable Senators

|          |           |              |
|----------|-----------|--------------|
| Aseltine | Dupuis    | McIntyre     |
| Blais    | Euler     | Murdock      |
| Bouchard | Ferland   | Pirie        |
| Bourque  | Fogo      | Robertson    |
| Buchanan | Haig      | Roebuck      |
| Burchill | Hardy     | Taylor       |
| Campbell | Horner    | Turgeon      |
| Crerar   | Hushion   | Vaillancourt |
| Calder   | Lesage    | Veniot       |
| David    | Mackenzie | Wilson       |
| Davis    | McDonald  | Wood         |

## ORDER OF REFERENCE

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EXTRACT from the Minutes of the Proceedings of the Senate, Thursday, February 10, 1949.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said committee report its findings to this house;

And that the said committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*



## MINUTES OF PROCEEDINGS

WEDNESDAY, April 27, 1949.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

*Present:* The Honourable Senators: Buchanan, Burchill, Crerar, Dupuis, Ferland, Hardy, Horner, Hushion, Turgeon, Veniot and Wood.—11.

In the absence of the Chairman the Honourable Senator Crerar was elected Acting Chairman.

The Committee resumed consideration of the Order of Reference of 18th February, 1949, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The official reporters of the Senate were in attendance.

Dr. Alfred A. Valdmanis, Professor of Economics, adviser to the Immigration Branch, Department of Mines and Resources, was heard with respect to conditions in the Baltic countries during the war, gave a resume of his own experiences and advocated that Canada permit entry of a larger number of Baltic people from displaced persons camps in Europe; and was questioned.

At 11.00 a.m. the Committee adjourned till 2 p.m. this day.

At 2 p.m. the Committee resumed.

Dr. Alfred A. Valdmanis was again heard and questioned.

At 3.05 p.m. the Committee adjourned to the call of the Chairman.

Attest.

A. FORTIER,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

THE SENATE

OTTAWA, Wednesday, April 27, 1949.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 10.30 a.m.

Hon. Mr. CRERAR in the Chair.

The CHAIRMAN: Gentlemen, there is another meeting commencing at 11 o'clock, which I am sure most of you would wish to attend. We have with us Dr. Alfred A. Valdmanis, Professor of Economics and Adviser to the Immigration Department in Ottawa, whom we could hear now and then adjourn to attend the other meeting. If anyone has questions to ask of Dr. Valdmanis we could resume following the other meeting. I now call on Dr. Valdmanis.

Dr. ALFRED A. VALDMANIS: Mr. Chairman, and honourable senators, I was invited to appear before you today, but frankly I have no prepared statement. It was my understanding that I would be expected to speak about immigration matters, particularly affecting the immigration of displaced persons and refugees. I am one of those of whom you might ask questions because I have worked with refugees and displaced persons for some time.

The CHAIRMAN: Doctor, would you give us in a word or two your background and your associations.

Dr. VALDMANIS: I am a Latvian, and am still a citizen of that country; I arrived in Canada on October 13 last, coming from Geneva. I am a former civil servant of Latvia. As you know, the Latvian ministers are not politicians. We follow almost entirely the system of government in the United States. The ministers are picked by the President, who is a politician, but his ministers are, let us say, experts. My former position in Latvia was a member of the government of that country. I held my government post until Soviet Russia took over the Baltic countries, and I was among the Russian prisoners. Of course the first thing that country did after it crushed the Baltic countries was to imprison the former government.

Hon. Mr. HORNER: They imprisoned both the government and its employees?

Dr. VALDMANIS: Yes, but I happened to be among the first; I was a member of the government at that time. The chairman will scarcely allow me to take the time to explain the doctrine and practice followed when a country is taken over. They crush not only the government of the country taken over—that is to say, it does not only mean a change in government.

Hon. Mr. HORNER: But it does mean a change in government also?

Dr. VALDMANIS: It means that, but that is a small sector of the change which takes place. They eliminate the leading people, the government, the political leaders, the economic leaders and all the leaders in industry, trade, commerce, banking, finance and the important real estate owners, including—and this is rather peculiar—the socialist democrat leaders. It is considered that the latter is the greatest competitor of the invaders. Those things are not entirely realized in the western world.

Hon. Mr. WOOD: What do you mean by "eliminated"?

Dr. VALDMANIS: That means they take the people away and as a rule you never see them again. I have no right to say they kill them.

Hon. Mr. Wood: That is my interpretation of "elimination"—they do away with them.

Dr. VALDMANIS: They do away with them.

Hon. Mr. Wood: But you are here now.

Dr. VALDMANIS: I am here. The younger people of the government were held for a special trial. As you will recall, when the Russian-German war broke out, the Germans conquered the Baltic countries. The population of Latvia and Lithuania rose in eight or nine days to meet the situation and then the Germans took over. The Germans liberated Russian political prisoners, of which I happened to be one.

Hon. Mr. TURGEON: You were liberated by the Germans in their occupation?

Dr. VALDMANIS: Yes. It was July 1941 when I was liberated by the Germans when they took over Latvia and all the Baltic countries. We thought that liberation meant real restoration of independence and freedom. As a matter of fact when Field Marshal Von Kuechler, the German commander on the eastern front, made the proclamation we understood he was acting in the name of Hitler. He announced the German army was coming as liberators. Because of this announcement the population of the Baltic countries rose against the Russians. It is a fact that some Baltic refugee groups are wrongfully labelled "Baltic SS men". To my mind these people would be the best immigrants to come to a country like Canada. But you must first understand a little of their background.

A word should be said about conditions in the Baltic countries during the Russian occupation. You will excuse me for using this expression, but 97 to 99 out of 100 of the population said that if the devil himself should come back from hell to drive out the Russians he would be welcome. So in June 1941 a man stood up and ordered his army to invade Soviet Russia—this man was Hitler. His armies were welcome in the Baltic countries as liberators, particularly after Field Marshall Von Kuechler made the announcement that they were a liberating army.

So in a matter of about seven weeks we were liberated, but soon the people of the Baltic countries realized that the Germans had not in fact liberated them and restored to them their freedom. If honourable senators will refer to the map they will appreciate that regardless of likes or dislikes the western democracies were so far away from us that there was no possibility of practical co-operation with them. We were between the Russians and the Germans. You might put on your record that during the first world war we lost forty per cent of our population, and we as a nation knew we could not survive another such war.

Hon. Mr. Wood: How did it cost you forty per cent of your population?

Dr. VALDMANIS: We took part in the war, if I dare say so, on the Russian side. As you will remember, early in 1917 the Russians abandoned us. We had our own regular units and our national force, and for some time the Baltic group held the eastern front and did not give up until they were almost all killed or taken prisoners. We lost forty per cent of our population and it was the age groups of 18 to 45.

Hon. Mr. HORNER: You mean forty per cent of the army?

Dr. VALDMANIS: No, of the population. We lost almost our entire army, and that was forty per cent of the population. We were previously a population of two and a half million people, and were reduced to one and a half million. I should like to tell you later, if I am asked questions, of how the political leaders built up our country without that lost generation. We remembered that first great war, and now we knew that we could not survive another such one. We had to do something to survive; we had to place our hopes somewhere. In 1941 the German armies were advancing rapidly to crush the Soviet forces. We remembered that the independence of the Baltic countries

was proclaimed in 1917-18 as a direct result of the collapse of Russia and Germany and now we thought perhaps history would repeat itself, that the Germans would crush the Russians and that after a while the Western Powers and those of us who survived would crush Germany, and the small Baltic countries and relatively small Poland would rise again. That was the plan. But there was no immediate hope for close co-operation with the Western Powers.

You honourable senators know better than I do what was promised in the Atlantic Charter, signed by President Roosevelt and the Prime Minister of Great Britain. The Atlantic Charter, which was later joined by the Honourable Joseph Stalin, seemed to be our only hope. You will recall that the President of the United States and the Prime Minister of Great Britain demanded from German occupied countries the formation of military forces, to be kept temporarily underground. This was what we did. We formed our Latvian underground movement in July. Later, in November and December, we were joined by Lithuanians and Estonians also. I happened to be one amongst the few survivors of the former government members, so it was only natural that I became chief of this resistance movement.

Hon. Mr. Wood: This was after the Russians took over again?

Dr. VALDMANIS: No. The Russians were out. The Russians retreated in a hurry. Hitler and his armies were very deep in Russia. We formed our underground forces as required and demanded by Churchill and Roosevelt, hoping that Hitler and his forces would crush Russia somewhere, and then the time would come when all these underground forces would be called up against the only remaining foe, the Germans. This was our plan. This was also the plan of the Balts, the Poles and so on. You will later see how it worked out.

The Germans discovered this organization early in 1943, and they arrested the leaders. I was brought to Berlin, the capital of Germany, and I had to face a German S.S. trial. Then the Swedish Government intervened in my case. This, again, is a story which it will not be easy for you to appreciate. In your country you have no titles, no ranks and no civil awards. You know that is not the case in Europe. We have titles, we stick to them, and we have military and civil awards, medals,—“orders”, we call them. I happened to have decorations of extremely high grades from a number of European countries, among them the award of Grand Commander of the Stella Polaris (or Northern Star) of Sweden. It is the highest decoration that the Swedish Government would give to anybody. According to the rules of this order, the family is under obligation to return the decoration to the Swedish King in the event of the death of the awardee. So if I did not live any more, my wife and children were under the obligation to return the decoration to the Swedish King. Using this as a pretext, the Swedish Ambassador to Berlin intervened in my affair. He was repulsed by Herr von Ribbentrop, the German Foreign Minister. Von Ribbentrop refused to give him any information, on the ground that it was a German internal affair. He explained to the Swedish Ambassador that as an occupied country Latvia was completely under German jurisdiction, and what the Germans were doing in an occupied country was an internal matter. The Ambassador agreed, but told von Ribbentrop that he was interfering on another basis; that the King was very interested to get back the decoration if the man was not alive any more. At this time Hitler was extremely anxious to be on good terms with the Scandinavian countries, particularly Sweden, so my execution was postponed for a week, then two weeks; and at that time postponement of an execution was almost sure to mean that you saved your life. So I survived. I said this in reply to the question of an honourable senator, how it comes about that I am still alive. It is hard for me to explain. These are the material circumstances, but the experience has caused me to believe that there is something more than only man in the world, that there is something else that rules the world.

I was ordered by the Germans to make economic planning for them. I was taken to Biberich-am-Rhein. Biberich is a small city not far from Wiesbaden, which is an important and well known city of Germany. I had to do planning work for the Germans on cement, gypsum, lime, limestone and alabaster. Indirectly it was economic planning for war. The Germans knew that I was one of the Latvian Government trainees. What means a Government trainee in the Baltic countries?

I mentioned to you that 40 per cent of the population was wiped out as a result of the first war. Our political leaders decided then to train for leadership. They picked out a great number of young promising boys in the elementary schools and gave them special education. I happen to be one among them. Every school year, and later every academic year, we were re-selected in a very rigid manner. I remember that in 1929 there were hardly more than a dozen of us. So you can understand the way they dealt with us. When we graduated from our own universities we were sent abroad. To each one a special field was assigned. Mine was the field of economics, trade, industry and finance. I was sent first to Germany, and became special assistant to Dr. Schacht, the President of the German Reichsbank; later to France, England, Belgium, Holland—every European country. In that way we prepared our future economic industrial and financial leaders. The Germans remembered me from that time, and they ordered me to do some planning; so in a certain sense it was the price I had to pay for my life.

In 1945, after the collapse of Germany, I joined for a short while the staff of Field Marshal Montgomery, and worked on matters affecting prisoners-of-war. I had a particular interest in this work, because among these prisoners-of-war in the hands of the English there happened to be some 20,000 Baltic young people, the so-called Baltic Waffen S.S. We shall be able, I hope, to discuss that later. When this question was solved, the Chief of Staff of Field Marshal Montgomery recognized that these men had not been S.S. men and had nothing to do with the S.S., and in January, 1946, they were released from German prisoner-of-war camps and became bona fide refugees and displaced persons. I then joined the staff of General Eisenhower, later that of General McNarny, and finally, General Clay.

Hon. Mr. Wood: How did you come to be in contact with Montgomery?

Dr. VALDMANIS: Through Field Marshal Alexander, who, after the first World War took part in the Baltic war for freedom. He headed a British observers' unit; but you know, honourable senators, that it sometimes happens that these small "observing units" take some part in the fighting too. So Field Marshal Alexander who was a British lieutenant colonel at that time did a job which our government considered to be important from a military standpoint. He got the highest military awards from our country and the rank of a Latvian colonel. Remembering this, I wrote him a letter when he was Commander-in-Chief of the Mediterranean forces and I reminded him that Latvian soldiers were in distress and expected some help, and he wrote a letter to Field Marshal Montgomery. Later I went over to the American headquarters and was attached to the Civil Affairs Division of the Headquarters of the European Command, United States Forces, as an adviser on refugee and displaced person matters. In September 1947, at the instigation of the American army, I went over to Geneva to become a senior staff member of the International Refugee Organization.

The CHAIRMAN: Dr. Valdmanis, we wish to continue this study but we have to go to another meeting at 11 o'clock.

Hon. Mr. HARDY: I am very interested in the Latvians and I should like to ask this witness a question now. We brought out three Latvians. We brought out two the first time, and one had a sister over there whose husband had been an officer in the Latvian army and who had been deported to Russia

under the Russians. She has two young children which are about to celebrate their fourth and sixth birthdays respectively. It was very difficult to get these people out, as you will understand, because there was no man with them, but we found some work for the mother to do and we have had the children in our house since last October. This woman has not heard from her husband for something over four years. Would that be about the time of the deportation?

Dr. VALDMANIS: That is right.

Hon. Mr. HARDY: I was wondering what would be the chances of that man surviving?

Dr. VALDMANIS: Honourable senators, there is no chance.

Hon. Mr. HARDY: No chance?

Dr. VALDMANIS: No chance. She must forget about her husband.

Hon. Mr. HARDY: She came down with threatened tuberculosis and for the last three months she has been in one of our consumptive sanatoriums. We brought the children back to our place and the aunt is still in our employ. These are well educated people of a good class. One has found a good place in the Sick Children's Hospital in Toronto, and the other has stayed with us right along and I think she is going to be married and move to the United States. I do not know what will be done with the children but we have practically adopted them for the time being. I am wondering if there would be any chance of this woman getting in touch with her husband.

Dr. VALDMANIS: Honourable senators, there is no chance. There is no chance of survival. This was the fate of the officers of the Latvian army. The officers from a full colonel on were invited to attend a military training course being held at Moscow and they were taken away. Nobody has heard about them since. The lower grades of officers were trapped at a military training centre in Latvia and shot down. They were not wiped out completely, 100 per cent, but generally speaking this was their fate. They were shot.

The committee then adjourned, to resume at 2 p.m.

At 2.15 p.m. the committee resumed.

The CHAIRMAN: Gentlemen, will you please come to order? I would suggest, if it is agreeable to the committee, that Dr. Valdmans might continue his story. This morning he gave us an interesting statement about his own background and experience, and I would suggest that he now deal with the particular problem that he at present has before him, the problem of displaced persons.

Dr. VALDMANIS: Mr. Chairman, I should like to add only a few words to my story of this morning. I think I told you that I left the American headquarters at Frankfort for the headquarters of the International Refugee Organization in September 1947, and I took over the planning division of the I.R.O. For quite a time I was responsible for planning the rehabilitation or resettlement of refugees. Early in January 1948 the headquarters of the I.R.O. decided to send me to Canada to approach all the provincial governments and discuss with them the possibility of settling Balts in Canada. But a colleague of mine, who happened to be a Canadian, Wing Commander Robert Innes, Director of the Resettlement Division, advised us that in Canada this was not a provincial but a federal matter, so the proposal to send me to Canada for that work was dropped.

After the United States adopted its Displaced Persons Bill, in July last year, the planning of refugees' resettlement in the United States came formally to an end. The remaining countries in which important numbers of refugees could be re-settled were Canada and Australia. As you know, gentlemen, Australia has embarked on a very vigorous scheme of immigration; it has decided to increase its population to twenty or twenty-five millions within fifteen years. That is quite a scheme, and I believe that to a certain degree it will succeed. Those of you who have been in Europe and have happened to talk to Balts in displaced persons camps will agree with me that they always say the country in which they would like to settle down is Canada. I believe that is mainly because this country is so much like our own, in the physical sense. The climate is exactly the same. The Balts are practical people who know how to build up a country, because every twenty or twenty-five years they have been involved in a major war and have had to start from scratch again. On the other hand, they are a very sentimental people, and those who have emigrated to Australia say in letters to their friends here, "Imagine celebrating Christmas in a swimming pool!"

In July of last year I was invited by McGill University and the Lady Davis Foundation of Montreal, presided over by Dr. James, to become Professor of Economics at McGill. I came to this country in October, but I still had the refugee problem in my mind, and after a talk with Dr. Keenleyside, Deputy Minister of the Department of Mines and Resources, and with Senator Wilson, I decided to leave Montreal and come to Ottawa. I joined the staff of Carleton College as a Professor of Economics and Political Science, and by special Order in Council I was employed as a consultant to the Immigration Branch here.

As to the special problem of displaced persons in Europe, I think you already know the general background. During the war the Germans took over many countries in Europe. The able-bodied persons in those countries were sent to Germany to do various classes of work. According to the Nazi doctrine, it was up to the "super race" alone to bear arms. That was a doctrine much like the old Romans used to have. The Nazis decided that their wars should be fought by members of the "super race," and that the duty of other peoples was to supply that "super race" with food, materials of war, and so on. In pursuance of this doctrine some nine to ten million European people were brought into Germany for what was called forced labour, and it is these people that made up one group of displaced persons and refugees. Another group, broadly speaking, consisted of soldiers taken by the Germans and made prisoners of war. The third group were men who during the last war wore German uniforms or uniforms much like those of the Germans and who fought the Russians but no other allied country. These latter at the very first opportunity went over from the eastern front to the western and surrendered to the British and American forces. This group is known as Baltic ex-soldiers, sometimes called "Baltic Waffen-SS". The fourth group of displaced persons consisted of civilians from northern and eastern Europe who were brought into Germany by the German Administration and military police force when the Germans had to retreat. That was in 1944 and 1945, when the Russians advanced. The Germans, in retreating, carried out Hitler's scorched-earth policy, burned down everything and carried the population away. At the time of Germany's collapse, in 1945, the people displaced by Germans in these ways numbered some twelve millions. After Germany's collapse the first thing these people wished to do was to return to their homes, and, generally speaking, they did this where possible. But large numbers of them could not recognize their former countries as their homes any longer, for those countries had become dominated by Communist dictatorship and turned Communist. It was the policy of the British and the Americans to avoid forcible repatriation, and because of this policy some 1,500,000 of these displaced people remained in Europe.

Hon. Mr. WOOD: You mean in the German section of Europe?

Dr. VALDMANIS: Yes, in the German section of Europe, in the western zones of Germany and Austria. I forgot to mention that a good many people in the last group I referred to, the civilians taken by the Germans and brought into Germany, were overtaken by the rapidly advancing Russian forces and made prisoners and carried away. There is not a single refugee or displaced person in the parts of Europe dominated by the Russians. Everybody is either a loyal Soviet citizen or a war criminal. The loyal Soviet citizens have been called out to work in building up the country, and you know the fate of the so called war criminals.

Hon. Mr. HORNER: Are there no displaced persons from eastern Germany?

Dr. VALDMANIS: Yes. Nobody knows exactly, but the headquarters of the American Command—and I told you I had worked with them for a year or so—made an estimate of from 6,000,000 to 9,000,000 Germans, or people of German origin, have been driven out from their former homes and have come into the western zones. That is one of the reasons why, in my opinion, it is so difficult and practically impossible to restore Germany's economy by any means. The Americans tried for a while to repatriate some groups of displaced persons by force, but they learned that the people would prefer suicide to returning to their country. It took some time for the Americans to realize that these people who preferred death to returning to their own country were not war criminals. When this was realized the repatriation by force was stopped.

The question you might have in your minds, honourable senators, would be what do the refugees and displaced persons look like. Well, I am one such person.

Hon. Mr. WOOD: But they are not all as good looking as you.

Dr. VALDMANIS: Thank you very much, but I am just one of them.

Hon. Mr. HORNER: The racial origin of the Latvian is somewhat that of the Swede or Norwegian, is it not?

Dr. VALDMANIS: About the same. According to the scientists, our history goes back some 4,000 years before Christ; and the scientists say we are from the Indo-European stock, an old European tribe almost completely wiped out. The Latvians and Lithuanians are Indo-Europeans. Estonians, Finns, and old Hungarians, say the scientists, belong to an Asiatic race; but if you look at the features of these people you can scarcely discern any Asiatic characteristics. But scientists are scientists, and they trace us as far back as 4,000 years, plus 2,000 years of Christendom, a total of 6,000 years. They can prove almost anything.

The people, as I say, look like myself. If I may say so, I think there is no basic difference between yourself and myself except that you have a passport to a fine country and I have a passport the validity of which is considered questionable by all countries behind the Iron Curtain and further, you are in possession of what you have earned, gained by birth, by education and hard work, and we have lost it. This seems to be the basic difference.

Hon. Mr. HORNER: Before the last war was your country similar to others. that is with a few very wealthy people and a great many poor? Is prosperity general throughout your country?

Dr. VALDMANIS: Prosperity was general throughout. Honourable senators, after the first great war we had no outstandingly rich men. We had them before, but as you will see by looking at the war map of the First World War, our

country formed a front and was almost completely destroyed and crushed. Subsequently, we fought a war with Soviet Russia in 1919, and as the Russians were not strong at that time we happened to win. After that war we decided that the only way our people could survive was to keep out of a situation where we would have a few very rich men on the one side and very poor ones on the other. For instance, we nationalized our farm land from two hundred acres up, and distributed the property among farm hands and people who were willing to work.

Hon. Mr. Wood: Did the government buy this land or take it?

Dr. VALDMANIS: The government took it and paid a small amount for it.

Hon. Mr. Wood: It was almost a form of Communism, was it not?

Dr. VALDMANIS: It was for the purpose of saving the country from Communism and maintaining capitalism. We had had a short period of Communism in our country and the provisional National government had to choose whether we would lose everything, including our lives, or sacrifice some of the private property. We chose drastic measures, but we were faced with a life or death position. By taxation methods we kept the people on a certain level, so that we have had not many rich people and almost no poor. I hope to God that you will never have to apply such emergency methods in this country.

Hon. Mr. Wood: You are talking about the people who wish to come to this country. I think the committee is concerned with the type of people we might expect, as to whether they are Socialists, Communists, or what they are.

Dr. VALDMANIS: I would like to plead for the Balts. As to the creed of these displaced persons, first of all they are good Christians, Catholic and Protestant; the Estonians are entirely Protestant, the Latvians are predominantly Protestant, the Lithuanians and the Poles are Catholic. As to political creed, you will agree with me that the school of hard experience is the best teacher. These people have come through that school. You will scarcely find a single family who has not been hurt in some way under Communism. Take such an extremely lucky person as myself, who cannot explain how he is still alive: I told your chairman a few moments ago that I have three children of my own and a fourth one which we adopted in 1941, four months old, and whose parents were deported to Siberia. I have a half dozen close relatives in Siberia, if they are still alive. So, as I say, you will scarcely find a single Balt who has not lost one or more of the members of his family. This has made them to hate Communism.

Only a few days ago I read in the newspaper of a Russian spy being caught in Calgary. He had entered this country as an alleged Latvian displaced person. I should like to call your attention to this fact. The Russian spy finds it one of the best means of entering Canada to tell your selection team that he is a Latvian. Your selection teams already know the background of the Balts, and when they are told that the applicant is a Latvian, an Estonian or a Lithuanian, they readily know there can be no question of the applicant being of a reddish or pink nature. I think a statement as to their skills might be interesting for your record. I am in a position to give you the official statistics, as the American headquarters for which I worked has them. Here is the general classification:

|  | Per Cent |
|--|----------|
| Construction and maintenance, including brick-layers and masons, generally people who work with their hands in construction work ..... | 6·7      |
| Administration, clerical and commercial .....  | 11·3     |
| Agriculture, forestry, dairy, food processing .....  | 24·5     |
| Health and sanitation, including doctors, X-ray technicians .....  | 3·2      |
| Miscellaneous services, and that is blacksmiths, linotypists, barbers, watch-makers .....  | 9·1      |
| Tailors and seamstresses .....   | 6·2      |
| Domestic and related services .....  | 10·0     |
| Communication, transportation, supply .....  | 7·6      |
| Artists .....  | 1·0      |
| Professionals, including lawyers, engineers, scientists .....  | 6·4      |
| Recreational workers and teachers .....  | 0·2      |
| Metal trades, electroplating, metalsmith-in general, metalwork .....   | 2·1      |
| Mining, chemical and processing .....  | 0·4      |
| Coopers, wool and leather workers .....  | 4·5      |
| Labourers .....  | 2·5      |
| Inexperienced persons .....  | 2·3      |
| Students .....   | 2·0      |
| Total .....  | 100·0    |

Hon Mr. WOOD: All these people are available as immigrants?

Dr. VALDMANIS: Yes, sir

Hon. Mr. DUPUIS: Where are they now?

Dr. VALDMANIS: Mainly in Germany in the British and American zones of Germany.

Hon Mr. DUPUIS: Cannot people come out of Latvia now?

Dr. VALDMANIS: No.

Hon. Mr DUPUIS: They are on the other side of the "Iron Curtain"?

Dr. VALDMANIS: That is right.

Hon. Mr. DUPUIS: Did you mention any percentage of farmers?

Dr. VALDMANIS: Yes, sir.

Hon. Mr. WOOD: The proportion of labour, 2 per cent, is small.

Dr. VALDMANIS: Inexperienced labour.

The proportion qualified for farming, forestry, dairy and food processing altogether is 24·5 per cent

I can leave this table with you for the record, because I do not believe that any office in Canada has these figures. They are official figures, which were presented and considered last year by the United States Senate.

Hon. Mr. HORNER: You are speaking of Balts?

Dr. VALDMANIS: No, I am speaking now of Balts plus Poles plus Yugoslavs.

Hon. Mr. HORNER: Do you know the entire number that are still remaining in these sections of Germany constituting the British and American zones?

Dr. VALDMANIS: Yes, sir, I do. The total number of refugees and displaced persons in camps is around half a million.

Hon. Mr. HORNER: Yet?

Dr. VALDMANIS: There are Balts to a total number of roughly 100,000, or 97 thousand some hundred.

That is as far as these people are concerned. I have told you about the groups already, and I wish to add a few words about the so-called Baltic ex-soldiers who belong to the category of inexperienced labour, and whom you should be very eager to get for this country. These are the young men who took part in this war, and who sometimes, but wrongly, are referred to as Baltic Waffen S.S. people. It was in the second part of 1943 and the first part of 1944 when the German high command began to realize that they might lose the war, and they dropped the policy I referred to, the policy that only the most dignified Germans, the "super race," were to be allowed to bear arms, and they were quite anxious to get any help anywhere they could. Now, they knew the people in the Baltic countries very well. I am sorry that I have not the time to discuss Communist doctrine, but I may say generally that it contains four periods. One of them is the period called "Reconstruction on Socialist lines." According to Stalin's own doctrine—I am speaking now as a professor of political science—it begins with a sudden crash of the old community. This period of Communism set in in the Baltic countries on the night of the 13th-14th June, 1941. In a single night 1 per cent of the population was arrested and brought away—men, women and children. As you remember, on the 22nd of June the war started. When the Russians withdrew, being driven out of those countries by the Germans, the position was—and the Germans knew it very well—that almost every family in the Baltic countries had lost some members by Russian action. Now, in 1944, a second Russian invasion threatened. I wish to be absolutely frank with you. We considered both as evils—the Germans and the Russians—but we were forced into a position where we had to choose between two evils. Of course, when one is in such a position one tries to choose the lesser evil. So it appeared to the populace that the lesser evil was the Germans; and when the Germans, contrary to international law, mobilized the male population of the Baltic countries, the people, though not very willingly, indeed hesitatingly, let themselves be mobilized. Then they were pressed into uniform.

You will agree with me, honourable senators, that a drafted man has no choice. I believe even in these democratic countries, if a man is given an order to take this and not that uniform, he takes it. So the people got a sort of uniform which was something between that of the regular German army, the Wehrmacht, and the S.S. The difference from the S.S. was that they had no letters, no "S.S.;" had not the double flash mark; but they wore instead the national colours of their own country. They were ordered to fight the Russians along their borders. They were going to prevent the Russians from coming back. This is what the young men did and they did it very bravely. More than half of them lost their lives in action. A little less than half were withdrawn and ordered to defend eastern Germany. When the Western Allies advanced and crossed the Rhine River, these soldiers got away and broke through the German lines and surrendered to the forces of Eisenhower and Montgomery. They became prisoners of war and pending investigation they were sent into special camps for SS men.

Hon. Mr. WOOD: In other words, they were classed as German SS men?

Dr. VALDMANIS: Yes. As a matter of fact, for a short time they were considered to be even worse than German SS troops. It will be recalled that almost every European country had men who voluntarily joined the German SS. This happened in France and Belgium and in many other European countries, and these people were considered just as bad or worse than the German SS men themselves. There was a period when the western headquarters operated under the impression that everybody caught in a uniform like the SS uniform were SS men themselves. Well, these people to whom I have just referred were rehabilitated and released in December of 1945 and January of 1946, because they had nothing to do with the SS. As far as Great Britain and the United States are concerned the status of these people is absolutely clear. Likewise, as far as the headquar-

ters of the International Refugee Organization in Geneva is concerned, their status is clear. In the screening directive issued by the Geneva headquarters, which I helped to draw up, these people are recognized as bona de displaced persons. They are being admitted into Australia also.

Hon. Mr. Wood: We do not admit them here?

Dr. VALDMANIS: No, you do not.

Hon. Mr. Wood: You are trying to sell us on the idea that we should admit them; is that your idea?

Dr. VALDMANIS: Yes. It is my belief that these people are the ones you want from the standpoint of the Canadian immigration policy. They are almost all single; they are young and physically strong. They are strongly anti-communist, additionally so for the reason that they cannot go back because they have fought the Russians and know how the Russians would deal with them.

Hon. Mr. HORNER: That is why the communists here are opposed to them; they want them to go back because they know they will be shot?

Dr. VALDMANIS: Yes. Honourable senators, if I may speak for these refugees and displaced persons I wish to say that there are a great number of them who would make extremely fine citizens in your country. In these northern European countries, these Baltic countries and Finland, the people still believe in God. If you enter these camps you will see that these people have themselves built little churches. Many Canadians who have already dealt with these people have found them to be most satisfactory. Although they might have belonged to classes prior to the war where they did not do domestic gardening, or farm work, these people have readily adapted themselves to these jobs. They are much like myself. Their past has been crushed; their former lives smashed. They have to start anew much like our fathers did after the First World War. These people are ready to start from scratch in a new life.

The CHAIRMAN: Are there many families among these people?

Dr. VALDMANIS: Yes.

The CHAIRMAN: You said a moment ago that they were mainly single.

Dr. VALDMANIS: Yes, as far as the ex-soldiers group is concerned. Let us say that there are from nine to ten thousand single people among them. Australia is presently eager to take these people and having no alternative they are going to that country in large numbers.

The CHAIRMAN: Are there many elderly people among these 500,000 that you have mentioned?

Dr. VALDMANIS: There are. I guess 4 or 5 per cent would be the age of 55 or more. The Baltic people, much like the Chinese, have a strong feeling about their families and they are not willing to leave them behind.

Hon. Mr. DUPUIS: Before they were forced into Germany and forced to take arms against Russia, did these people live in the Baltic countries?

Dr. VALDMANIS: That is right.

Hon. Mr. DUPUIS: What was the form of government in these countries before the war? Was it a democratic form or dictatorship? What kind of system of government did they have?

Hon. Mr. Wood: Was it an elected government?

Dr. VALDMANIS: It was a democratic government until May 1934. It was an elected parliament with a multiparty system much like the system presently employed in France where you never have a stable government; where the governments come and go almost every month. In 1934 the leaders faced the situation where an extremely small group assisted by local fascists aided by Hitler threatened to overthrow the government. At this time the governments were coming and going and the democratic prime minister, having obtained a

vote of confidence, dissolved parliament in a single night. The Prime Minister of Canada is entitled to dissolve parliament, but we had no similar provision in our constitution. Therefore this dissolution of parliament by a legitimate prime minister was actually an illegal act. Almost simultaneously with this act, the leaders of the Lithuanian and Estonian governments did the same thing, and the following period has been referred to by the Russians and people who are not our friends and by many people who have been misled by the Russians, as a period of dictatorship. Estonia was lucky enough to introduce a new constitution and this was adopted by plebiscite. My own country was not so fortunate. Our new constitution was prepared but not introduced in conjunction with a military treaty which Russia forced on the Baltic States in October 1939.

After we were forced to accept this treaty the Prime Minister decided it was not worth while to have a plebiscite, because the result of it would not be recognized. So it was not democracy in the western sense.

Hon. Mr. DUPUIS: As to the liberty of the people, were the farmers, for instance, allowed to cultivate their lands as they pleased, to raise crops of their own choice, or were they ordered to do this and that?

Dr. VALDMANIS: They were not ordered to do anything. As to political liberty in the country, perhaps I might illustrate that by the fact that only the communist party in the Baltic countries was outlawed, declared illegal. The reason for that was that in our war of independence, from 1919 to 1922, the small communist group in our country, acting on an order given by Lenin, who was then the chief communist, rose and struck at the back of their fighting brethren. According to our law and international law, and I think according to your law also, such a thing was high treason, and after independence was restored one of the first acts passed by parliament declared the communist party illegal. When Russia overthrew our government, on the 17th of June, 1941, there were exactly 106 communists in jail, and 16 so-called Fascists.

Hon. Mr. DUPUIS: That was all?

Dr. VALDMANIS: Yes.

Hon. Mr. DUPUIS: Were labourers allowed to take whatever jobs they chose?

Dr. VALDMANIS: Yes.

Hon. Mr. DUPUIS: They were not dictated to at all?

Dr. VALDMANIS: No.

Hon. Mr. DUPUIS: What about the system of education? Did you have free schools?

Dr. VALDMANIS: Yes, free schools. In this country you have many private schools; and almost every college and university is a private institution, sometimes subsidized by the government. But throughout continental Europe, not only in my country, all the schools are state or municipal schools.

Hon. Mr. DUPUIS: Was liberty of thought allowed?

Dr. VALDMANIS: Of course.

Hon. Mr. DUPUIS: And liberty of religion?

Dr. VALDMANIS: Of course.

Hon. Mr. DUPUIS: Was the liberty of the press recognized?

Dr. VALDMANIS: Yes. As to religion, I do not know what the system is in Canada, but in our schools religion is an obligatory subject. I am not referring to confession of religion but to religion as a subject.

Hon. Mr. DUPUIS: That is taught in the schools?

Dr. VALDMANIS: Yes, in every school it is an obligatory subject.

Hon. Mr. DUPUIS: So you claim that liberty of the human personality and liberty of thought were inculcated in the minds of the children?

Dr. VALDMANIS: Yes, sir.

Hon. Mr. DUPUIS: So they know what liberty means?

Dr. VALDMANIS: Yes. Not only that, but the children are taught the meaning of almost every political doctrine. They know what the doctrine of communism means, and the doctrine of fascism. We do not have to guess about those things.

Hon. Mr. DUPUIS: So you know how to choose?

Dr. VALDMANIS: Yes.

Hon. Mr. HORNER: You have your wife and children in this country, doctor?

Dr. VALDMANIS: Yes, I have.

I feel that I must thank you, Mr. Chairman, and honourable senators; you have been very patient with me. I am fully aware of my incomplete English and the difficulty you might have had in understanding me. If at any time you would like data or certain information dealing with particular groups of refugees I would be only too happy to meet with you and discuss the problem. Thank you very much, Mr. Chairman.

Hon. Mr. DUPUIS: Mr. Chairman, I should like to thank this witness and to suggest that since he has had such a short time to express his thoughts that he be given time to write them out and distribute them amongst our members.

The CHAIRMAN: His remarks will appear on our record.

The committee adjourned to the call of the chair.



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1951

# THE SENATE OF CANADA



Government  
Publications

## PROCEEDINGS OF THE STANDING COMMITTEE

ON

# Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 1

THURSDAY, FEBRUARY 22, 1951

The Honourable Cairine R. Wilson, Chairman.

### WITNESSES:

The Honourable Walter E. Harris, Minister of Citizenship and Immigration.  
Mr. C. E. S. Smith, Director of Immigration.

OTTAWA  
EDMOND CLOUTIER, C.M.G., O.A., D.S.P.  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1951



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable CAIRINE R. WILSON, Chairman

The Honourable Senators

|          |           |              |
|----------|-----------|--------------|
| Aseltine | Davis     | McIntyre     |
| Beaubien | Dupuis    | Pirie        |
| Blais    | Euler     | Reid         |
| Bouchard | Ferland   | Robertson    |
| Bourque  | Fogo      | Roebuck      |
| Buchanan | Haig      | Taylor       |
| Burchill | Hardy     | Turgeon      |
| Burke    | Horner    | Vaillancourt |
| Calder   | Hushion   | Veniot       |
| Campbell | MacKinnon | Wilson       |
| Crerar   | McDonald  | Wood.        |
| David    |           |              |

## ORDER OF REFERENCE

EXTRACT from the Minutes of the Proceedings of the Senate, Tuesday, February 20, 1951.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including—

- (a) the desirability of admitting immigrants to Canada.
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics.
- (c) the availability of such immigrants for admission.
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said committee report its findings to this house;

And that the said committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*

## MINUTES OF PROCEEDINGS

THURSDAY, February 22, 1951.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 11.00 a.m.

Present: The Honourable Senators: Wilson, Chairman; Blais, Buchanan, Burke, Crerar, Davis, Ferland, Fogo, MacKinnon, Pirie, Reid, Turgeon and Wood—13.

In attendance: The official reporters of the Senate.

The Committee proceeded to consideration of the order of reference of February 20, 1951—

That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and Amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada,
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics,
- (c) the availability of such immigrants for admission,
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said Committee report its findings to this House;

And that the said Committee have power to send for persons, papers and records.

The following were heard:—

The Honourable Walter E. Harris, Minister of Citizenship and Immigration.

Mr. C. E. S. Smith, Director of Immigration.

On motion of the Honourable Senator Turgeon, it was—

*Resolved* to report recommending that the Committee be authorized to print 1000 copies in English and 200 copies in French of its day to day proceedings, and that Rule 100 be suspended in relation to the said printing.

At 12.15 p.m. the Committee adjourned to the call of the Chairman.

Attest.

JOHN A. HINDS,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

THE SENATE

OTTAWA, THURSDAY, February 22, 1951.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 11 a.m.

Hon. Mrs. WILSON in the Chair.

The CHAIRMAN: Gentlemen, will you please come to order. We have with us this morning the Minister, Mr. Harris, and two of his officials, and we do not want to take too much of their time. Mr. Harris, would you prefer to make a statement and then ask questions?

Hon. Mr. HARRIS: I would prefer to make a statement first.

Madam Chairman and honourable senators, it is a pleasure to appear before this committee, which in the past has shown a great deal of interest in the Department's work, on immigration particularly, but on citizenship as well. I understand that in the postwar years the committee made a very considerable examination of the immigration problem and prepared a useful report, which has been a guide for the department in the meantime. I thought that perhaps I would begin this morning by reading a short statement of what has been done in the meantime, a factual statement, and then, if you wished to ask any questions, we could perhaps clear them up.

Since World War II immigration has been actively encouraged with a view to fostering the growth of the population of Canada through the careful selection and permanent settlement of such numbers of immigrants as can be absorbed in the national economy. From January 1, 1946, to December 31, 1950, 430,389 immigrants were admitted to Canada; of these 48,461 were dependents of Canadian servicemen and 115,439 were displaced persons.

The postwar period has been characterized by a continued broadening of the classes of immigrants admissible to Canada. Order in Council P.C. 695 dated March 21, 1931, which restricted the admissible classes to certain British subjects, United States citizens, the wife and unmarried child under 18 years of age of a legal resident of Canada, agriculturists with sufficient means to farm in Canada and the fiancee of an adult male resident of Canada was subject to a series of amendments which were consolidated in Order in Council P.C. 4849 dated November 26, 1947. This regulation extended the admissible classes to include, close relatives of legal residents of Canada who could receive and care for such relatives, agriculturists entering Canada for establishment on a farm with the assistance of close relatives, persons coming forward to assured employment as farm labourers, miners, lumbermen or loggers, the prospective husband or wife of a legal resident of Canada and honourably discharged members of the Canadian Armed Forces who entered Canada under non-immigrant status. Order in Council P.C. 4186 dated September 16, 1948, amended Order in Council P.C. 4849 to provide for the admission of citizens of France on the same basis as British subjects and citizens of the United States.

Order in Council P.C. 2856 dated June 8, 1950, which is now in effect, no longer restricts Canadian immigration to certain defined categories. The regulations with respect to British subjects, citizens of Ireland, France, and the United States and non-immigrants who were honourably discharged from the Canadian Armed Forces remain unchanged. The admissibility of any other person under this order is now contingent only on his satisfying the Minister, whose decision shall be final that:—

- (a) he is a suitable immigrant having regard to the climatic, social, educational, industrial, labour, or other conditions or requirements of Canada; and
- (b) is not undesirable owing to his peculiar customs, habits, modes of life, methods of holding property, or because of his probable inability to become readily adapted and integrated into the life of a Canadian community and to assume the duties of Canadian citizenship within a reasonable time after his entry.

In keeping with the broadening of the admissible classes restrictions on the admission of enemy aliens have been relaxed. Order in Council P.C. 1373 dated April 9, 1946, provided for the admission of enemy aliens who could satisfy the Minister they were opposed to an enemy government; Order in Council P.C. 4850 removed from the enemy alien classes nationals of Finland, Italy, Hungary and Roumania with whose countries peace treaties had been signed and ratified by Canada; Order in Council P.C. 1606 dated March 28, 1950, provided for the admission of enemy aliens who were close relatives of Canadian citizens and persons of German ethnic who were not German nationals on September 1, 1939, and, finally, by Order in Council 4364 dated September 14, 1950, German nationals were removed from the enemy alien class leaving only Japanese within this prohibited category.

In addition to the relaxation of the regulations governing the admission of Europeans, significant changes have taken place with respect to immigration from Asia. By the repeal of the Chinese Immigration Act on May 14, 1947, all Asians obtained status under the Immigration Act and Order in Council P.C. 2115 of September 16, 1930. This Order in Council as amended by Order in Council P.C. 6229 of December 28, 1950, prohibits the admission of Asians except for:

“The wife, the husband or the unmarried child under 21 years of age, of any Canadian citizen legally admitted to and resident in Canada, who is in a position to receive and care for his dependents.”

By agreement between the Government of Canada and the Government of India which became effective on January 1, 1951, provision is made for the admission to Canada annually of one hundred and fifty citizens of India in addition to those who come forward under the above regulation.

As can be seen, a vigorous legislative program during the postwar period has provided a sound basis for an increase in immigration to Canada. These legislative changes have been accompanied by a thorough revision of administrative practice in Canada and abroad with a view to reducing formalities to a minimum.

During the postwar period European immigration has been seriously impeded by the shortage of shipping on the North Atlantic. Following cessation of hostilities available shipping was primarily utilized for the movement of dependents of Canadian servicemen. By 1948, the shipping

situation had improved and 125,414 immigrants were admitted to Canada during that year. Since 1948, there has been a continued decline in immigration resulting in part from increased commercial bookings on North Atlantic ships, thus leaving less accommodation for immigrants.

In addition restrictions on the transfer of funds imposed by countries of emigration have proved a serious obstacle. A survey conducted by the Director of Immigration in September and October of last year showed that a substantial number of potential immigrants from the United Kingdom and continental Europe were prevented from coming to this country because they were unable to transfer their savings. While the dollar position of most countries which found it necessary to impose restrictions on the export of immigrant capital has somewhat improved during the past year, (notably in Great Britain) it has not been possible as yet to persuade the governments concerned to liberalize further immigrants' remittances. Negotiations are continuing, however, and it is hoped that favourable consideration may eventually be given to our representations by some of these countries.

The devaluation of currencies has increased the cost of fares in terms of Canadian dollars and has effectively reduced the amount of funds the immigrant has available for his establishment in Canada.

To assist the movement of immigrants, the Government has decided to advance part of the cost of transportation to those whose services are urgently required in Canada. Under the assisted passage scheme which came into effect on February 1, 1951, advances will be made on a recoverable basis to heads of families and single persons who do not have sufficient funds to pay their own passage. Immigrants will be required to contribute not less than thirty dollars or an equivalent amount in the currency of their country. In return for this assistance, immigrants must agree to work for a Canadian employer and to remain in the same type of employment for a period of one year or until such time as they have repaid the advance made to them by the government. To facilitate repayment, assisted immigrants will be required to authorize their employers to deduct monthly, amounts to be applied against the loans over a maximum period of twenty-four months. The assisted passage scheme is now being widely publicized abroad in conjunction with an enlarged publicity program in countries where Canada is free to recruit immigrants.

To supplement this assistance with respect to transportation costs, special arrangements have been made to obtain additional shipping facilities. The S.S. *Georgic* will make four voyages between Le Havre and the S.S. *Europa* will call at Canadian ports. Shipping companies have been canvassed to ascertain the accommodation available for immigrants in order that immigration movements may be co-ordinated with scheduled sailings.

In order that vacant space on Trans-Canada Airlines west bound flights might be made available to immigrants an arrangement has been made whereby such accommodation is provided to immigrants at a cost not exceeding \$160.00—equivalent to the cost of tourist passage by sea. The balance between the cost of sea and air passage is provided by the Canadian Government. This arrangement will make it possible for heads of families and single persons to proceed to Canada immediately without awaiting to secure an ocean passage.

In general, ocean and air transportation to Canada, as far as can be determined from advance surveys, will allow an increased flow of immigrants during 1951, providing immigrants to book passage by the earliest available means. There will be no surplus immigrant accommodation.

Based on surveys conducted in the United Kingdom and continental Europe, and assuming no change in present conditions, we expect about 150,000 immigrants this year. Of this number, it is expected that over 30,000 will come from the United Kingdom. The remainder will be drawn from Western Europe and will include some displaced persons. The legislative and administrative framework to achieve this objective is now in operation, and success will depend largely on whatever transportation and foreign exchange obstacles can be overcome.

The CHAIRMAN: Gentlemen, do you wish to ask any questions?

Hon. Mr. REID: I have some seven questions emanating from the Minister's statement. First, though, may I say that I am very pleased that we have the pleasure and honour of having the Minister with us. My first question is this. He told us the number of immigrants who have come to this country—I just forgot in how many years—the number being some 430,000, and I am just wondering if he has any information as to the number of people who have left Canada during those same years.

Hon. Mr. HARRIS: The number in any year cannot be determined accurately. Statistics have been given, not by this government but by others, that the number varies between 20,000 and 30,000. Among those are a good many who go to attend universities in the United States and are classed as immigrants to that country, although in fact most of them return to Canada.

Hon. Mr. REID: My second question has to do with the bringing of immigrants, and assisting them, to this country. I know that one of the provisions in the agreement is that they must stay for one year with the employer. I was wondering if any thought has been given to putting some proviso precluding, if we can, their leaving Canada. I do not know whether that prevails now. It is well known that in previous years many immigrants who found themselves denied entry to the United States were able more easily to come to Canada and, after a reasonable time of residence in this country, they left and entered the United States, and I am just wondering if any clause has been put in the agreement with those who are being assisted, saying to them "You must not only stay with the employer for one year but we expect you will stay a reasonable time in Canada on account of the fact that we have helped you to come to this land." I wondered if any thought has been given to this proviso, or if the Department think it advisable. I personally think it is advisable, but of course that is only my own opinion.

Hon. Mr. HARRIS: Of course the agreement in itself would keep them in Canada, if they observed it.

Hon. Mr. REID: For one year.

Hon. Mr. HARRIS: The American immigration laws are fairly effective from the standpoint of quota, and I doubt very much if many of these people who came in since the war are yet admissible to the United States legally. I think it will be found on examination that a very large percentage are still with us.

Hon. Mr. REID: Regarding the one hundred and fifty settlers from India, does that include the wives? In past years we did preclude the Indian from bringing in his wife—something I did not agree with. I was wondering if the hundred and fifty we are allowing to enter into this country includes the wives of Indians?

Hon. Mr. HARRIS: There is no bar against the wife under the one hundred and fifty scheme.

The CHAIRMAN: Is there any provision for Pakistan?

Hon. Mr. HARRIS: No. The proposal is that a suitable arrangement of the same kind, although the numbers may be different, should be made with Pakistan.

Hon. Mr. REID: I am glad the chairman brought up that question, because, as the minister probably knows, there is a very intense situation between Pakistan and India; and I trust that we will not be placed in the position of seeking to take sides favourable to one country and against another, especially as between Pakistan and India. Regarding Kurt, the German who came here after doing all the cruelties to our people, has he been granted complete citizenship? J

Hon. Mr. HARRIS: Kurt is a prisoner-of-war.

Hon. Mr. REID: Is he out of prison, or has he been allowed to remain in this country?

Hon. Mr. HARRIS: Perhaps we are not understanding who we are talking about. Is it Kurt Meyer?

Hon. Mr. REID: Kurt Meyer, yes.

Hon. Mr. HARRIS: He is undergoing a sentence of life imprisonment, and does not obtain any status whatever.

Hon. Mr. REID: That clears that up. What have the provinces done? Ontario went out on a move of her own last year to bring in immigrants by air, I think.

Hon. Mr. HARRIS: They brought in immigrants up to, I think, the spring of 1948, and then did not continue the scheme. My recollection is that they brought in 10,000 immigrants under that scheme. Perhaps there were a few more. The province of Ontario is presently conducting a campaign in the United Kingdom to obtain skilled workers for certain industries in that province.

Hon. Mr. REID: Is assistance to be given to Great Britain this year?

Hon. Mr. HARRIS: By this government?

Hon. Mr. REID: Yes.

Hon. Mr. HARRIS: Well, we will give this assistance I have described: all but \$30 of transportation costs to the head of a family or a single worker whose skills are needed in this country.

Hon. Mr. REID: My last question has to do with the regulations under which the immigrant is allowed to come to this country. You mentioned the word "social." The question has been raised very seriously in certain parts of British Columbia, does that word "social" include "religious"? That is, in the matter of suitability of immigrants.

Hon. Mr. HARRIS: I do not think that Justice has ever ruled on that point. I would give the off-hand opinion that it did not, but it would be my own personal opinion.

Hon. Mr. REID: I hope not, but the question is raised very seriously in British Columbia, that that is one of the requirements. I know that immigrants, women or men, are not asked what religion they are.

Hon. Mr. HARRIS: That is right.

Hon. Mr. REID: But the question has been raised under that word "social."

Hon. Mr. HARRIS: I have had no case come to my attention in which anybody was excluded on religious grounds.

Hon. Mr. REID: No, not excluded, but rather favoured.

Hon. Mr. HARRIS: There is no favour given whatever to any person because of religion in the matter of admission to Canada.

Hon. Mr. REID: All right, I will accept that. That is all I have at the moment.

The CHAIRMAN: Were you able to overcome the difficulty of Volkssdeutsche who had been impressed into the S.S. Korps? I know they have been excluded.

Hon. Mr. HARRIS: The Volkssdeutsche are generally admissible since Order in Council P.C. 1606 was passed, I believe it was in March, but if they had served in the German Army their records are examined. But the mere fact that they served in the German Army is not in itself a bar to their admission.

The CHAIRMAN: I know there are a large number of agriculturists from the Danubian Basin who were excluded at the time; also, some of the Baltic people.

Hon. Mr. HARRIS: I think it can be said that it is the personal record of the individual which counts.

Hon. Mr. REID: What is the attitude of the Department regarding those Japanese who left British Columbia and fought for the Japanese and against us?

Hon. Mr. HARRIS: The Japanese are not now admissible, according to our regulations.

Hon. Mr. REID: Of course, the peace treaty has not yet been signed. That also is a matter which is interesting a great number of people. They are not against the Japanese in general, but they are against the Japanese who deliberately left Canada, after receiving all the benefits and very often education here, and fought against us, and now seek readmission, claiming to be Canadian citizens.

The CHAIRMAN: I think Mr. Jolliffe reported last year that none had come back. They are not readmissible.

Hon. Mr. REID: Could the minister tell us why Australia is making more progress in the matter of obtaining immigrants from Great Britain than Canada has, particularly in respect of British artisans. According to press reports, the numbers that have migrated from the Old Country to Australia are two to three times as many as have come here. I may be wrong. That is just a press report.

Hon. Mr. HARRIS: I think you are right in that. There are quite a number of factors in the Australian migration. First, the country has now the population that Canada had roughly forty-old years ago. We indulged in a great mass movement of people to the western provinces in the first twelve or thirteen years of this century. The second factor is that Australia was favoured by the exchange situation, under which a resident of the United Kingdom can take all his funds with him to Australia or New Zealand, or to any sterling area. That has been a great incentive in the past three years. In addition to that, the Australian government, instead of doing as we are now, loaning money, actually has granted as a subsidy a very large part of the cost of transportation—in some cases, from the immigrant's home in the United Kingdom direct to the place where he takes employment in Australia. I think the figures of migration from the United Kingdom to Australia last year are something like 100,000, and the same figure is aimed at this year. Generally speaking, the Australian movement of immigrants exceeded ours only last year; we had more in preceding years than Australia had. I presume it is a matter of opinion whether we could absorb the numbers that they contemplate absorbing at the present time.

Hon. Mr. REID: Has the minister any information as to the requirements that Australia asks of these immigrants compared to ours?

Hon. Mr. HARRIS: They have no bars particularly now, other than the good sense that we all observe as to the character of a person who is seeking to come;

and they are taking from every racial group and every national group that we are, so that I think the actual requirements are approximately the same.

Hon. Mr. REID: What I had in mind was when they got there, as to employment, remaining a year and so forth. Have you any information on that?

Hon. Mr. HARRIS: Mr. Smith says that those that go on their own are not required to make any agreement, but those who are granted assistance in going have to engage themselves to work for two years.

Hon. Mr. CRERAR: I was delayd in getting here, Madam Chairman, and I may be inquiring about matters that have been already discussed. But I understand, Mr. Harris, that you have developed a policy of assisting immigration by paying passages. Is that limited to the United Kingdom?

Hon. Mr. HARRIS: No, it is not limited to anyone except those whose skills are not urgently needed, or dependents of persons who are coming to this country. The restriction is, simply, that the person must have a skill which is considered urgently needed in this country; and there has been a long list of these skills made and sent abroad to the various offices. And then the person must show he needs the assistance. If he has funds of his own there is no point in our loaning the money.

Hon. Mr. CRERAR: Is he expected to repay it?

Hon. Mr. HARRIS: Oh, yes, he has to repay the full amount we loan him.

Hon. Mr. CRERAR: What are the possibilities for German immigration? I understand that the restrictions arising out of the fact that technically we are still in a state of war with Germany have been somewhat lifted.

Hon. Mr. HARRIS: Lifted entirely on September 14. There is no restriction now against Germans as Germans. There is still a restriction against certain groups of Germans who we feel would not be acceptable in this country.

Hon. Mr. WOOD: Who makes that decision?

Hon. Mr. CRERAR: Have you in mind any—I should not use the word "encouragement"—but, do you hope to get some substantial number from Germany?

Hon. Mr. HARRIS: I think the numbers from Germany will be higher this year than last, when somewhere between five and six thousand came. The volume of German immigration depends, again, on the question of money. German marks can only be used in a limited way. We think that we will have quite a considerable increase in the numbers. You asked, senator, who made the decision as to the groups. The decision is that persons who were pronounced Nazis, war criminals, and persons in that general class—

Hon. Mr. WOOD: Who examines them?

Hon. Mr. HARRIS: Our own immigration officers examine them, and the information available to them is quite varied.

Hon. Mr. CRERAR: I would think that it would be wise to have a, shall I say, rather careful screening of these people. But personally I am strongly in favour of immigration from Germany, from Denmark, Holland and other Scandinavian countries, if we can get it, because invariably these people have done well in Canada when they have come here. My colleagues from Western Canada will bear me out when I say that a substantial element of the German population have been thrifty, law-abiding and have made good progress.

Hon. Mr. MACKINNON: And in Ontario too; Western Ontario.

Hon. Mr. CRERAR: And those in Western Ontario. I think it is desirable to increase that element in our population. The same is true of the Danes and of the Scandinavian people generally, particularly of the Dutch. Where we made a mistake during our heavy Ukrainian immigration of forty to fifty years ago

was that we permitted some undesirable elements to come in, and they were the people who made trouble for us. I recall a citizen of Ukrainian origin, who had become a successful Canadian citizen, saying to me on one occasion that our policy respecting admission of Ukrainians had been too liberal. Some of those people had been obliged to leave their own country because of having got into trouble with the authorities and took advantage of the easy means of getting into Canada. They were the people who made trouble for us, but the great bulk of the Ukrainian immigrants became excellent citizens and today their descendants are found in all walks of life.

Hon. Mr. BUCHANAN: I understand that a proportionately larger number of people is coming in from Holland than from any other European country. Are those Dutch people going into agriculture, mostly?

Hon. Mr. HARRIS: Yes, they are exclusively agricultural workers, who come here to take assured farming work and who will eventually buy farms, if they can.

Hon. Mr. CRERAR: I am sure they will, too.

Hon. Mr. HARRIS: I should modify my statement by pointing out that this year we are going to bring in a few artisans from Holland, only some 25 or 30, as an experiment. The others are exclusively farm workers.

Hon. Mr. BUCHANAN: They are being located throughout the whole of Canada, not in any particular section?

Hon. Mr. HARRIS: That is right. Their location is partly a matter of their own choice. Some of them have friends and try to get as near as possible to them, but as a rule an agreement is worked out with the employment services and these people are scattered throughout the whole country.

Hon. Mr. REID: Can the Minister tell us how the screening of would-be immigrants, particularly displaced persons, is done? Men familiar with the continent of Europe, some of them having lived there, have come to me and said that we are admitting a considerable number of persons from the D.P. camps who did not reveal their true colours when being examined and since coming to Canada—I am speaking particularly of some who have come to British Columbia—have turned out to be followers of Stalin. On numerous occasions I have received emphatic statements to this effect from people who themselves were born in the countries from which the displaced persons are coming. Could the Minister tell us where his officers get the information about would-be immigrants and how these people are screened? I ask that because there is no doubt in my mind of the existence of a movement to infiltrate into Canada and other countries as many as possible of certain people—men and women—who, if we have trouble with Moscow, will be on hand to help the Russians. What steps are taken to guard against the entry of immigrants of that kind? I know that the screening is difficult, because some people who might give every indication of being prospectively good citizens could be hiding their real feelings. At least half a dozen times before I left to come to Ottawa I was told that undesirable people are being admitted here.

Hon. Mr. HARRIS: The immigrants are in two classes. First, there are the displaced persons, who come forward under the International Refugee Organization. Since the end of the war we have admitted about 115,000 of these. To a large extent they are persons who have been in camps in Western Germany and Western Europe, and one can assume, so far as it is safe to assume anything, that they were wartime refugees either from Germany or from the area that was about to be dominated by Russia. And of course it was part of the agreement with the International Refugee Organization that they would not harbour war criminals. In the immediate postwar years a serious attempt was made to find people accused of being war criminals and see that they were given an opportunity to prove their innocence. Before the I.R.O. would send forward

any prospective immigrants for Canada it would screen them, and then our own teams would screen them. In some cases we would, in any event, form the opinion that applicants for admission were not desirable. I am quite sure that the screening was as thorough as it was possible to make it. It may be that in the immediate postwar years of 1946-47 the records of some persons had not caught up with them and an error was made here and there, but I am quite sure that in the later years all the information that could be obtained about prospective immigrants was obtained before they came forward.

Now the second class comprises those who do not come forward by the International Refugee Organization. We have our own officers to screen them. We have the normal means of checking the record of individuals, and this checking is done before approval is given to the admission of any person. I realize that there are rumours abroad that such and such a person in Canada is or formerly was a Communist and should not have been admitted. And occasionally we hear it said that such and such a fellow is a Nazi. Whenever any charge of that kind has come to our attention I have invariably written a letter to the person complaining, inquiring about the nature of his complaint, and I have tried to follow it through, and I must say that in the twelve or thirteen months that I have been on this work not more than four or five complainants have replied with information which could possibly be of use in determining whether the person complained against was improperly admitted. I really doubt very much if there are many who have deceived the screening officials.

Hon. Mr. REID: I was just wondering where your officers got their information in the European countries, from what authorities and so on.

Hon. Mr. HARRIS: I do not think, Senator, that they would want me to answer that question.

Hon. Mr. REID: The United States authorities seem to have a system that enables them to keep close tab on a lot of people. They evidently have a good many Canadians tabbed. Half a dozen people in my own riding have been prohibited from crossing the border. I hope that we have as good a system.

Hon. Mr. Wood: You must have a large number of "Commies" in your district.

Hon. Mr. REID: Take care that you have not got as many in your own.

Hon. Mr. BUCHANAN: In the course of a debate Senator Gershaw, who himself is a doctor, criticized the medical inspection of immigrants, and said that some of them were medically unfit. What is the procedure? Is the inspection done by our own doctors or do we depend on doctors in the countries from which the people come?

Hon. Mr. HARRIS: I think that Mr. Smith could give the answer on that technical point.

Mr. C. E. SMITH, *Director of Immigration*: We have our own doctors appointed at all the various posts throughout Europe, and the medical inspection is conducted by them. We insist upon an X-ray of the chest of every immigrant. At the present time the X-rays are not being taken by our own doctors. Every immigrant must at his own cost provide an X-ray film of his chest, and this is reviewed by our radiologist and the medical staff provided for us through the Department of Health and Welfare. That is, the clinical checking of every immigrant's health is done by our own medical service.

The CHAIRMAN: I have heard that some difficulty was created at times because of the admission of a father, on the understanding that his family would follow him here, and later on a child of the family has been unable to pass the medical examination.

Mr. SMITH: When the head of a family comes forward, all members of his family must be medically examined at the same time, to ensure that there is no

possibility of permanent separation of any members of the family. Occasions do arise where subsequently to the original examination of the dependents some disease occurs to one member of the family and prohibits his admission for the time being, or maybe permanently. Those are exceptional cases. When the head of a family comes forward, all members of the family are examined at the same time.

Hon. Mr. BUCHANAN: As I recall, Senator Gershaw said he himself knew of cases where medically unfit persons had been admitted. My recollection is that he said some of them were suffering from tuberculosis and other serious diseases, and he questioned whether immigrants were subjected to as strict medical examination as should be given to them before they left Europe for Canada.

Hon. Mr. HARRIS: The problem is, as of course medical men would realize, that one can be found medically fit today and have tubercular trouble by the time he arrives here from Europe. Cases of that kind are bound to occur from time to time. However I can say this, perhaps, in confidence, that a very large number of complaints we have against the medical examination is that it excludes too many people.

Hon. Mr. REID: Is there an age limit on artisans who may be admitted? As we know, men of forty-five or fifty years of age and over who become unemployed find that as a rule it is difficult to procure new employment in industry, because the superannuation or retirement schemes of many firms make it imperative that only younger men than these be engaged. Records of the Unemployment Insurance Offices show that large numbers of men over fifty are unable to find work. If artisans up to forty or forty-five years of age are admitted into the country, is there not a danger that they, or a good many of them, may find themselves in the same difficult position as people in that age group who are already in the country? I am not necessarily objecting to the admission of these older artisans; I am simply inquiring as to policy.

Hon. Mr. HARRIS: There is no particular age limit, but we hope that as a rule the immigrants will be in a younger class than those you mention. The small number of artisans that we are going to bring from Holland this year, as an experiment, will be sent to small towns, where workers of that type are urgently needed. The Dutch people seem to prefer to go to small towns, and we do not believe the admission of these artisans will cause any trouble. In all probability most of them will become self-employed. The requirements for artisans, skilled workers, in large centres are determined in advance by consultation and co-operation with the Department of Labour, and so far as possible we guard against displacement of Canadian workers.

Hon. Mr. REID: Do immigrant artisans find any difficulty with the unions?

Hon. Mr. HARRIS: Not particularly.

Hon. Mr. CRERAR: I would not worry very much about the point brought up by Senator Reid. Records for the past sixty years or more show that immigrant artisans usually sort themselves out after they get here. Most of the Europeans who came to Canada forty and fifty years ago had no funds whatever. From my own personal observation I know that they were people of a good class, for the most part, willing to work, and that they found work; and, generally speaking, today their descendants are happy and prosperous citizens, making a fine contribution to our Canadian economy and life. If we commence to draw the lines too closely we shall get ourselves bound up in a lot of rigidities that will be impossible to administer and will largely defeat the purpose we have in mind, the getting of more people into this country. My own view, for what it is worth, is that it is desirable to put the emphasis as far as possible on the admission of people who would go into agriculture. We hear a lot of talk about the shortage of food in the world. The Food and Agricultural Organization

is continually raising warning signals that starvation within a few years is a prospect facing the peoples of certain countries. Here we have tremendous potentialities for the production of foodstuffs of all kinds. And the European, whether he is a German or a Ukrainian or of Dutch or Danish origin, is deeply rooted in the land. His ambition is to have a bit of land he can call his own, which he has not always enjoyed in the past, and if you get that class of people in this country they will make their way. I do not think for a moment it is possible to have a completely effective screening apparatus, because you may have coming in, under cover, some person who is deliberately planning for subversive reasons to get into this country. But, for instance, take the Latvians and the Estonians: they were driven out of their own country, the Baltic, and settled by Germany in a part of Poland: then, when the new Polish boundaries were fixed at the end of the war they were driven out of there and a large number of them became displaced persons. I think that in probably ninety-nine cases out of a hundred when you get immigrants of that type they are both anti-Nazi and anti-Communist. They know what these things mean, and their influence in this country would be a good influence. I recall that a few years ago a number of these people came over to work in our mines, and one of the mine managers, in charge of quite a substantial mine, told me that they had a very wholesome influence among the foreign labour employed by his company. Why? Because these people knew from their own experience what Nazism and Communism meant and they wanted nothing of that kind in this country, and they were able to tell their compatriots here what it meant. But I come again to the point that as far as can be done, in a general way I think the emphasis should be placed on those who will go into agriculture, because they will give the least trouble in the future and make the largest contribution to our economic life.

Hon. Mr. REID: I do not think that Senator Crerar was here when I asked the question how many immigrants have left Canada. I believe one of the great problems facing this country is how to keep our people here. If my memory serves me correctly, information was given in one of our committees that probably over the past ninety years, when one compares the number of immigrants coming to Canada with those who have left, the difference numerically is very small. Now that is a startling picture, because I maintain that you cannot expand this country to any great extent if about as many as are coming in are leaving to go to the United States and elsewhere. With the senator's remarks about the experience of the last sixty years I have to agree, but I maintain that the best immigrants who came to this land were those who came of their own volition. We have had experience not so very long ago with assisted immigrants which was not too satisfactory. I am all for bringing in settlers. Heaven knows we want this country to be populated. But one of the great questions facing us is, not only how to get immigrants in, but how to keep an awful lot from going out, because we can never build up this country if about as many leave us as are admitted.

Hon. Mr. WOOD: Surely we are getting more than we are losing. Canada's population has increased about 3,000,000 in eight of nine years.

Hon. Mr. REID: When a population grows to a certain size the natural increase is pretty large. I could give you figures which would surprise you.

The CHAIRMAN: I think the outflow is nothing to what it was at one time.

Hon. Mr. REID: Do you remember the figures?

The CHAIRMAN: Oh, yes, I remember them.

Hon. Mr. BUCHANAN: Senator Crerar has mentioned the people from the Baltic states. I have been interested in similar groups, particularly the Estonians. Numbers of them settled in parts of Southern Alberta. One of

their leaders, a former President of the Parliament of Estonia, who carried on a newspaper, and who died some time ago, discussed with me problems of his people. He mentioned that a considerable number of them, refugees I think, had gone to Sweden, and they were anxious to come to Canada. Knowing these people as I do, I do not think there is any more desirable class of settlers. I would say the same is true of people from all the Baltic countries. As Senator Crerar has said, they have had experience of communism; and we would not have much trouble screening them in that respect.

Hon. Mr. HARRIS: There are two points. One, mentioned by Senator Crerar, is that the emphasis should be on agricultural settlers and workers. Last year just about fifty per cent of the admissions were of agricultural immigrants. As to the other point, with respect to Estonians, we have noticed the desire of these people in Scandinavian countries to come, and we have increased the staff in Stockholm, are opening new offices in Oslo, and we expect something like 10,000 from that area, particularly refugees from the Baltic states.

Hon. Mr. ISNOR: I am not a member of this committee, but if I may have permission to do so I would like to ask a question. I have in mind particularly, of course, the province of Nova Scotia. Out of the 86,422 immigrants that entered Canada last year, about 35,000 were adult males. Of that number, I note by the report, 16,000 were farmers. The minister mentioned the 1947 agreement with the Netherlands. We in Nova Scotia years ago, as Mr. Jolliffe and Mr. Smith will remember, were able to procure a certain number of Dutch settlers, who are very, very prosperous, and we speak of them in the very highest terms. If Senator Kinley were here he would, I know, want to raise this question; that is why I am doing so. I am wondering, and the people of Nova Scotia are wondering whether there is any working agreement between the various provinces, and if Nova Scotia is doing all that it should be doing to see that a larger number of that particular type of farmer immigrant remains in Nova Scotia, instead of just coming through that port of ours and taking the train and going to Central Ontario or Western Canada. Records show, of course, that instead of a fair proportion remaining in Nova Scotia, 40,000 pass on to Ontario, and from there they go to Alberta, British Columbia and other provinces in the west. Now, I wonder if the minister will be good enough to tell us as to the working agreement, if any, existing between the provinces and his Department with respect to placing such type of immigrants on our farms in Nova Scotia. The second question I would like to ask him to touch on would be as to the shipping facilities. If I caught his statement correctly, they will be brought in through United States ports. Was that mentioned?

Hon. Mr. HARRIS: No, I did not mention United States ports.

Hon. Mr. ISNOR: Well, I am not sure. But perhaps you would touch on the shipping facilities. I would hope that all immigrants, particularly those to whom you pay transportation charges, would be brought to this country by the nearest sea route.

Hon. Mr. HARRIS: As to the latter the port of Halifax will, no doubt, be grateful to the Department of Immigration for having asked and persuaded some of the transportation companies to increase the number of calls at Canadian ports during this year, because an examination made by Mr. Smith last fall disclosed that if we had a good movement of immigrants we would not have the accommodation for them. I think perhaps he can give you exact details on that. Similarly he can perhaps explain better the agreement with the provinces in respect to these immigrants.

My recollection is there is no agreement with any province except with the province of Nova Scotia in a matter which is connected with land settlement, if I recollect.

Mr. SMITH: There is no agreement as such between the Department of Immigration and the Nova Scotia officials, but there is a close working arrangement. We get from the Netherlands authorities a list of suitable immigrants for placement in Canada, and those lists are sent out to our offices, and through our offices in Nova Scotia, and with the co-operation of your Land Settlement Branch of the Department of Agriculture in Nova Scotia, we work in close touch with each other and we get the greatest number of opportunities for the placement of the families possible. In Nova Scotia there are not too many opportunities for placement of these Dutch families, to whom I assume you have reference, that other provinces have, due to lack of housing. But wherever there is a chance for us to place a family for a year or two years until the immigrant has saved enough money or has become sufficiently acquainted with Canadian methods of farming, we take it, and place just as many as possible. We have our own men in the field—I am speaking of Nova Scotia and the other provinces as well—to develop as many of these placements as we can get, so that, once the period of assimilation or the period of experience is acquired, and they get sufficient capital to go out and rent a place of their own, or purchase under a share agreement or crop payment plan, or on a long-term arrangement with an individual, or, as in the case of the province of Nova Scotia, through financial assistance granted through the Land Settlement Board Act of the province, they can begin operations on their own. As you are aware, in the last year, in the province of Nova Scotia, we brought from other provinces in Canada several families that had been selected by our settlement officials and by your Land Settlement Branch officials, and placed them in the Antigonish and Inverness areas on farms that were purchased by the Nova Scotia Land Settlement Board, and advanced, I think it is, fifty per cent of the value of the farm plus two-thirds of the cost of the equipment. The immigrant pays the initial payment. This is a splendid opportunity for those who have acquired experience and who have enough money to make the initial payment and take advantage of the provincial loans. As soon as we place one of these persons who had been working on a farm, that is put him on his own, we fill the vacancy on the farm with another new arrival. As time goes on I think we will see that the Nova Scotia Land Settlement Act will be taken advantage of to a far greater extent than it has been in the past. It started only last year, and I understand there is a possibility of the settlement of about fifty families this coming spring.

Hon. Mr. ISNOR: Thank you very much. Madam Chairman I have a further question which I should like to ask, if I may. What action, if any, would your department take, Mr. Minister, in response to an inquiry for the location of an industry related to the fishing industry? I know the Netherlands Embassy is very active, and is interested in Nova Scotia. If an inquiry were received concerned a fishing district, as to whether or not there was an opportunity of establishing an industry closely associated with it, what would be your policy in response to such an inquiry?

Mr. SMITH: Our settlement service does not confine its activities to agriculture, but extends to all phases of the establishment of persons who have experience which would apply to the fishing industry or to any other small business. Many of the Dutch have asked if we could take and find opportunities for persons interested in the establishment of various lines such as a baker, a cabinet maker, or any small artisan type. The same would apply to the fishing industry.

Hon. Mr. ISNOR: But you have recently had an inquiry concerning the establishment of the fishing net industry?

Mr. SMITH: No; it has not come to my attention.

Hon. Mr. TURGEON: Could you give us an estimate, Mr. Minister—naturally, it would be only a rough estimate—of the new settlers that you hope will come into Canada in the year 1951?

Hon. Mr. HARRIS: Do you mean settlers other than immigrants?

Hon. Mr. TURGEON: Immigrants?

Hon. Mr. HARRIS: The numbers who may come, depending on a number of factors, could run to 150,000. That will depend to a very large extent on the availability of transportation; and we think that the figure is about the maximum possible under any circumstance. The figure for the month of January is roughly 50 per cent higher than that of January, 1950. In January, 1950 we brought in about 3,700, and in January, 1951 approximately 5,500 have come in; that is about 50 per cent increase, instead of the 100 per cent which would be required.

The numbers applying to our offices abroad now are much greater than they have ever been before, within recent memory, and we think that if transportation facilities are available the figure that I mentioned will be about correct.

Hon. Mr. REID: I wish to ask a question concerning paragraph (h) of subsection 1 of section 3 of the Immigration Act, which is headed "Prohibited Classes".

Immigrants to whom money has been given or loaned by any charitable organization for the purpose of enabling them to qualify for landing in Canada under this Act, or whose passage to Canada has been paid wholly or in part by any charitable organization, or out of public moneys . . .

My question is, what is the chief reason for such prohibition, and is the regulation still in effect in view of the fact that we ourselves are now giving assistance to immigrants to come here? What is the difference between our giving them assistance and some charitable body in another country giving it to them.

Hon. Mr. HARRIS: My understanding is that at various times charitable organizations have financed the migration to Canada of certain persons, and so as not necessarily to exclude these people, but rather to regulate the flow, this section was put in which, as you see, is not absolute; consent can be given by the Deputy Minister to whom application may be made.

Hon. Mr. BUCHANAN: In response to a question by Senator Reid earlier about the movement of people out of Canada into the United States, you said that we had no figures of the breakdown. My thought on that point is that most of the movement across the border is not amongst agricultural people, but more amongst mechanics. From my experience, I know that wages are higher over there in some occupations and some people go over and stay, but I do not find very much movement of farmers, at least out of my part of the country, into the United States. I do, however, find a movement of others than new settlers; some of them are native born Canadians, and they go to the United States and take what looks to them to be a better job than they could get here.

Hon. Mr. HARRIS: The figure I gave of course is an estimate based on the information given by the United States authorities and on reports and computations which have been made by various government branches which have a limited knowledge of the problem in their particular field. But, I think you are quite right, Senator, that only a very few of them would be agriculturalists; as a matter of fact, we are getting some agriculturalists from the United States, particularly in the western provinces. We had considered last year the possibility of trying to encourage immigration from the western States, along the line that had been in effect fifty years ago; that point is being considered, having in mind the cost of the work. There were, I think, 7,800

Americans came to Canada last year, and that figure—which of course is a round figure—will be exceeded this year. Quite a few of those persons are businessmen seeking obvious opportunities for investment, and quite a few of them are farmers from the western States. We naturally would like to increase that number considerably.

Hon. Mr. BUCHANAN: The oil fields are dragging them up.

Hon. Mr. HARRIS: I think you know that, Senator.

Hon. Mr. CRERAR: The movement of persons to Canada from the United States has been going on for at least seventy-five years; some people are always interested in moving to where they think there are better opportunities. I recall two nurses who graduated last year from a recognized hospital in Canada, were immediately offered positions in the United States at higher rates of pay than they could secure in Canada. I do not think there is anything alarming in that situation; after all, the United States population today is over 150 millions. Within another decade it will probably be 170 millions. As that population increases the requirements for Canadian products of one kind and another increases. I have never regarded as anything serious the fact that every year a number of Canadians go to the United States. The future is with Canada so let us have faith in that.

Hon. Mr. HARRIS: Senator Crerar, at page 21 of the Annual Report there is a tabulation of Canadians who have returned to this country after having been abroad. As a matter of fact, the balance is much better now than it ever has been.

Hon. Mr. CRERAR: Certainly.

Hon. Mr. HARRIS: The opportunities are greater in Canada.

Hon. Mr. CRERAR: And that balance will continue to improve.

Hon. Mr. HARRIS: I should think so.

Hon. Mr. TURGEON: Madam Chairman, as a member of this committee who is strongly in favour of increasing the number of immigrants to Canada and in taking every possible measure in order to retain our own people, I should just like to say a word of appreciation for the work that is being done by the Minister and his departmental officials in this regard. I think they are carrying out their responsibilities in an excellent manner, and as a member of this committee I would like to thank them for co-operating with this committee.

The CHAIRMAN: I have no hesitation in endorsing your remarks, Senator Turgeon. I am sure every member of the committee agrees with them.

Hon. Mr. HARRIS: Thank you, Madam Chairman. You have found that the officials know a great deal more about this than I do, but we have endeavoured in the past year to make the formalities as easy as possible for the right persons to come to Canada. We think that this year this fact will be shown by the numbers who will come.

The CHAIRMAN: With regard to the numbers going to the United States each year I might say that I had a good deal of experience with refugees who have graduated from our own universities. The majority of them would have preferred to have stayed in Canada but they just could not find openings here in their field of work. I know of one gentleman who has retained his Canadian citizenship with the hope of returning to this country.

Hon. Mr. TURGEON: New people will create more openings.

The CHAIRMAN: Undoubtedly.

The committee adjourned to the call of the Chair.



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Canada. Immigration and Labour  
Standing Committee, 1951

Government  
Publications

1951

# THE SENATE OF CANADA



## PROCEEDINGS OF THE STANDING COMMITTEE ON

# Immigration and Labour

On the Operation and Administration of the  
Immigration Act, etc.

No. 2

THURSDAY, MARCH 8, 1951

The Honourable Cairine R. Wilson, Chairman.

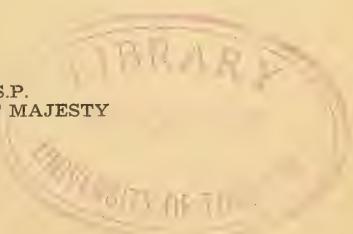
### WITNESSES:

The Honourable Milton F. Gregg, Minister of Labour.

Mr. A. MacNamara, Deputy Minister of Labour.

Mr. F. M. Hereford, Assistant Director, Special Services Branch,  
Dept. of Labour.

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1951



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

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The Honourable CAIRINE R. WILSON, Chairman

### The Honourable Senators

|           |            |               |
|-----------|------------|---------------|
| Aseltine, | David,     | McDonald,     |
| Beaubien, | Davis,     | McIntyre,     |
| Blais,    | Dupuis     | Pirie,        |
| Bouchard, | Euler,     | Reid,         |
| Bourque,  | Ferland,   | Robertson,    |
| Buchanan, | Fogo,      | Roebuck,      |
| Burchill, | Haig,      | Taylor,       |
| Burke,    | Hardy,     | Turgeon,      |
| Calder,   | Horner,    | Vaillancourt, |
| Campbell, | Hushion,   | Veniot,       |
| Crerar,   | MacKinnon, | Wilson,       |

Wood—34.

## ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate, Tuesday, February 20, 1951.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada,
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics,
- (c) the availability of such immigrants for admission,
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants, and
- (e) the appropriate terms and conditions of such admission;

And that the said committee report its findings to this house;

And that the said committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*



## MINUTES OF PROCEEDINGS

THURSDAY, March 8, 1951.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 11.00 a.m.

*Present:* The Honourable Senators: Wilson, Chairman; Beaubien, Buchanan, Burke, Crerar, David, Davis, Horner, McDonald, McIntyre, Reid, Roebuck, Taylor, Turgeon, Vaillancourt, Veniot and Wood—17.

*In attendance:* The official reporters of the Senate.

The Committee resumed consideration of the order of reference of February 20, 1951, directing the Committee to examine into the operation and administration of the Immigration Act, etc.

The following were heard:

The Honourable Milton F. Gregg, Minister of Labour.

Mr. A. MacNamara, Deputy Minister of Labour.

Mr. F. M. Hereford, Assistant Director, Special Services Branch, Department of Labour.

At 12.10 p.m. the Committee adjourned to the call of the Chairman.

Attest.

JOHN A. HINDS,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

THE SENATE

OTTAWA, Thursday, March 8, 1951.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, met this day at 11 a.m.

Hon. Mrs. WILSON in the Chair.

The CHAIRMAN: Gentlemen, we have with us today the Minister of Labour, the Honourable Milton F. Gregg, and his deputy, Mr. Arthur MacNamara.

Mr. Gregg, would you like to say something about your department first?

Hon. Mr. GREGG: As you wish, Madam Chairman. As I understand it, your attention at this sitting is to be directed more particularly to the work of our department in relation to immigration.

The CHAIRMAN: I thought that would follow our last meeting; I trust it meets with the approval of other members of the committee.

Hon. Mr. GREGG: Madam Chairman and Honourable Senators, I should like to say that I consider it a very great honour to have the opportunity, as the new Minister of Labour, to appear before this committee. I know that it has in the past given careful consideration to its two-pronged task, namely, immigration and labour. We were given to understand that you were presently studying matters affecting immigration. Consequently, the statement I have prepared for presentation this morning is based upon that information. Nevertheless, at later sittings I hope that there will be an opportunity to bring us before you on matters affecting labour proper.

The CHAIRMAN: We should like to have you.

Hon. Mr. GREGG: First, may I try to set out in a few words what we conceive to be our role, with regard to this business of getting new Canadians established in our country. Perhaps I could put it to you briefly this way: The policy of the Federal Department of Labour and associated National Employment Services in this regard is to co-operate with the Department of Citizenship and Immigration as may be necessary, .

(a) to assist in the choice of immigrants suitable for current employment openings in Canada.

I would stress the word "current", because it is important. And,

(b) to assist in the placement of immigrants in employment after they arrive in Canada, and to foster the continuity of their employment.

—On that very general basis perhaps the committee would be interested to hear in more detail an outline of how we have been carrying out that policy. On February 22nd last I understand that the Minister of Citizenship and Immigration and the Director of Immigration appeared before your committee, and provided detailed information concerning the immigration regulations and operations under those regulations.

The placement in employment of immigrants who come here seeking work becomes the responsibility of the Department of Labour. A good many immigrants come forward on the nomination of relatives, and the facilities of the national employment services are available to those immigrants.

In 1947, in co-operation with the Immigration authorities, a technique was introduced for the mass movement of immigrants who were selected, according to occupation, to meet labour shortages in this country. This arrangement has become known as the "Group Movement Plan", and applied originally to D.P.'s only. May I pause here, Madam Chairman, to say that we should like, as quickly as possible, to dispense with the expression "D.P.>"; but for purposes of definition here I cannot very well do so. We hope it will soon disappear from our vocabulary.

Hon. Mr. WOOD: What is meant by the Group Movement Plan?

Hon. Mr. GREGG: It is a plan that has been extended to other nationalities in a small way which I shall indicate.

Hon. Mr. ROEBUCK: What is the word you would substitute for "D.P.'s"?

Hon. Mr. GREGG: I think they should be called new Canadiens, of course. But the expression "D.P.'s" was used at the beginning and has stuck. The people themselves, I understand, do not like the term, and they wish to be called and to become "Canadians" as quickly as possible.

This plan has proved to be a very practical way of moving a large group of immigrants, because they are selected for industries where it is known that they can be placed in employment without delay. Those who come forward under a Group Movement Plan sign an undertaking to the Minister of Labour agreeing to accept and remain in the employment for which they were recruited for a period of one year. The employers making application for these workers provide written guarantees that they will provide employment for at least one year at prevailing wages and working conditions. In addition, it is the responsibility of the employer to locate suitable housing. All applications for group movements of immigrants are very carefully screened; first, to make sure that the labour is in fact required and cannot be provided from other sources within Canada, and secondly, to check on the bona fides of the applying employer.

Applications for group movements are approved after consultation between the Department of Labour and the Department of Citizenship and Immigration, and are then transmitted to the departmental representatives abroad. The Department of Labour has a staff of six people in Germany at present with headquarters at Karlsruhe, where the Canadian Immigration Mission in Germany is located. These Labour Department officers carry out the initial selection, which is a screening to determine that applicants are occupationally suitable. The Labour Department officers are followed by the security officers, the doctors, and the immigration officers. While the headquarters is in Germany, the Labour Department officers carry out selections, as required in Italy, in Belgium and other countries on the continent. From the summer of 1947, when we first commenced these group movements, until March 1, 1951 a total of 46,767 workers have come forward under the arrangements outlined above. Of this number, 45,220 were D.P.'s, 902 were nationals of Malta, which is greatly over-populated; there were also 588 Italians, and 57 domestic workers selected in the United Kingdom.

I have here, Madam Chairman, quite a detailed tabulation of these.

Hon. Mr. McDONALD: Might I ask the minister how many to each province. Have you that?

Hon. Mr. GREGG: I have not in this tabulation, senator. We could get that, I think, Mr. MacNamara?

Mr. MACNAMARA: I think we have it here, sir.

The CHAIRMAN: You can put that on the record.

Hon. Mr. GREGG: Yes. Classifications as to vocations and the numbers received in each of the years 1947, 1948, 1949, 1950, 1951, and the total. Perhaps I could put that on the record, and the other question—

Hon. Mr. McDONALD: That could go on *Hansard*.

Hon. Mr. GREGG: I can read the totals, if you like. These are the totals by Provinces for the whole period which I quoted, up to March: Newfoundland, apparently, is not here, because it was not in the picture until this last two years: Prince Edward Island, 67; Nova Scotia, 405; New Brunswick, 315; Quebec, 8,921; Ontario, 26,258; Manitoba, 3,511; Saskatchewan, 1,399; Alberta, 3,769; British Columbia, 978; Yukon, 95; then here are 1,049 that are undetermined as to which province they are going to enter. Including all these that I have read, the total is 46,767.

Hon. Mr. TURGEON: What period does that cover?

Hon. Mr. GREGG: That covers the period from when this work began, in the summer of 1947, until the 1st of March this year, 1951.

Hon. Mr. HORNER: None of these workers went to the Northwest Territories, for instance to Yellowknife?

Mr. MACNAMARA: None were placed there. It may be that some have moved in.

Hon. Mr. GREGG: I suppose that if there were one or two they might be included in the Yukon total.

Mr. MACNAMARA: Yes, that is true, sir.

*The table referred to by the Minister is as follows:*

March 1, 1951

#### DEPARTMENT OF LABOUR

##### Workers brought to Canada in Group Movements

|                               | Calendar Year |        |        |       |       |        |
|-------------------------------|---------------|--------|--------|-------|-------|--------|
|                               | 1947          | 1948   | 1949   | 1950  | 1951  | Total  |
| Woodworkers .....             | 3,438         | 355    | 10     | 689   | 650   | 5,142  |
| Miners .....                  | 260           | 2,612  | 1,052  | 446   | 165   | 4,535  |
| Farm workers                  |               |        |        |       |       |        |
| General farm workers .....    | 2,814         |        | 1,599  | 1,830 | 4     | 6,247  |
| Farm couples .....            |               | 352    | 688    | 242   | 40    | 1,322  |
| Farm families .....           |               |        | 119    | 86    | 4     | 209    |
| Sugar beet workers .....      |               |        | 233    | 245   |       | 478    |
| Sugar beet families .....     | 432           |        | 1,478  | 704   |       | 2,674  |
| Special Church groups .....   |               |        | 340    | 411   | 44    | 795    |
| Construction                  |               |        |        |       |       |        |
| Hydro .....                   | 92            | 1,904  | 504    |       |       | 2,500  |
| Track maintenance .....       | 270           | 1,840  | 333    | 193   |       | 2,636  |
| Other .....                   |               | 801    | 18     | 421   | 23    | 1,263  |
| Manufacturing                 |               |        |        |       |       |        |
| Metal .....                   |               | 406    | 10     |       |       | 416    |
| Textile and apparel .....     | 36            | 2,697  | 651    | 21    | 8     | 3,413  |
| Boot and Shoe .....           |               | 150    | 10     |       | 14    | 174    |
| Other .....                   |               | 93     | 104    | 3     |       | 200    |
| Services                      |               |        |        |       |       |        |
| Domestics .....               | 696           | 6,297  | 1,917  | 666   | 100   | 9,676  |
| Domestic Couples .....        |               | 488    | 692    | 394   | 80    | 1,654  |
| Special family groups .....   |               | 12     | 56     | 19    | 2     | 89     |
| Widows with children .....    |               |        | 192    | 28    | 1     | 221    |
| Restaurant workers .....      |               |        |        | 34    |       | 34     |
| Nurses .....                  |               | 41     | 20     | 8     |       | 69     |
| Displaced Persons from Sweden |               | 174    | 1,329  | 679   | 20    | 2,202  |
| Miscellaneous groups .....    |               | 32     | 757    | 61    | 28    | 878    |
| Totals .....                  | 4,792         | 21,500 | 12,112 | 7,180 | 1,183 | 46,767 |

The foregoing figures include 45,220 Displaced Persons, 902 Maltese, 588 Italians and 57 Domestics from the United Kingdom.

Hon. Mr. GREGG: Workers who come forward under our group movements are met at the port of entry by Department of Labour reception officers. In the case of large groups going to industrial employers, arrangements are made to send the workers right through to destination where they are met by a representative of the employer. Domestic workers, farm workers and other individuals who are assigned to employers in small numbers are usually sent on arrival to one of the Department of Labour reception hostels. The Department operates two of these hostels, one at St. Paul l'Ermite just outside Montreal and the other at Ajax, near Toronto. Each hostel can provide accommodation for approximately 800 persons should the need arise. Farm workers, domestic workers and others sent to the hostel usually remain for a day or two, which permits them to rest a bit after their long journey and gives the National Employment Service officials an opportunity to interview each of them and thus be in a better position to assign them to suitable employers.

Because of housing shortages and the class of employment to which some D.P.'s are assigned originally, workers coming forward under the group movement plan usually proceed in advance of their dependents. When the worker has become established, he then makes application for his dependents who are given a medical and examined by the Immigration officers in Europe at the same time as the worker. However, there are some instances where we are able to locate employment and where suitable housing is available for family units and a total of approximately 13,000 dependents have come forward with the worker in the first instance. In those instances where the married worker came forward alone our experience has been that it has taken a relatively short time for him to locate housing and send for his family.

When we first started the group movement plan, it was confined almost entirely to D.P.'s, but from the figures given it will be noted that 1,547 persons other than D.P.'s have been brought forward under this plan. Lately we have found that it has not been possible to meet our labour shortages through the immigration of D.P.'s and group movements from other countries have resulted. The Italian workers who have come forward included 80 skilled terrazzo workers, 100 men for employment underground in metal mines and about 400 men for employment on farms in the Province of Quebec. A total of 902 Maltese Nationals have come forward as workers under the group movement plan as at March 1st. For the most part, these are men who were employed in H.M. Dockyard during the war and a large proportion of them have gone into the construction industry, and manufacturing industries principally in the Province of Ontario.

One of the heaviest demands for workers has been for women to take domestic employment in private households and in institutions. Up to March 1st, we have brought forward more than 9,800 unattached women from D.P. camps for this type of employment and in addition, over 800 married couples for similar work. The number of people available for this employment from among the D.P.'s is practically exhausted and we are searching for other sources of supply. In November, 1950, we commenced, as an experiment, the selection of domestics in Scotland for movement to Canada. The question of payment of ocean transportation is a deterring factor in moving domestic workers, other than D.P.'s. As your Committee knows, the International Refugee Organization has provided ocean transportation for D.P.'s. In the case of the girls selected in Scotland, we developed a plan of lending the girls their fare on a repayment basis. The girls are required to pay \$30 towards the fare and the balance of ocean transportation is met by way of a government interest-free loan. The amount of the loan is recovered by monthly deductions of \$10. These deductions are made by the employer who refunds the amount to the Department of Labour. The Department of Labour pays the cost of rail

transportation, meals, etc., from the port of entry to place of employment provided the girl completes her undertaking to the Minister of Labour to remain in employment as a domestic worker for a period of one year.

The first movement of domestic workers from Scotland took place in November, 1950, and up to date a total of 57 girls have arrived. At the present time, 369 Scottish girls have registered for interview by our representatives in the United Kingdom, 53 of whom have been rejected for various reasons. Our expectations are that an additional 200 Scottish domestic workers will have been interviewed for movement to Canada between now and July.

Another feature of the Department of Labour's arrangements to meet labour shortages through immigration is the extension of the Employment Service clearance system to the United Kingdom. Under this arrangement, an employer requiring workers in the United Kingdom may place an order with his Local Office of the National Employment Service and request that it be placed in clearance to the United Kingdom. Such orders are transmitted to the Department of Labour Office in London, England. Our officials there work very closely with the British National Employment Exchange System, the Canadian Immigration officers and other federal and provincial agencies in the United Kingdom. This system of international clearance of job opportunities gives every indication of being a successful one.

By way of illustration, one employer placed an order for 300 workers for clearance to the United Kingdom. In a very short time the order was not only filled, but in fact was over-subscribed and the employer has agreed to take more than the 300 workers originally applied for.

A few minutes ago, I pointed out that the supply of D.P.'s suitable for employment as domestic workers was about exhausted. This is also true in a general way of D.P.'s for other occupations. There is not a very large number left who would make suitable workers. This is a good thing to be able to report in one respect as it shows that a large part of the problem of these D.P.'s has been taken care of during the past few years. Another class of worker which we are no longer able to obtain from among D.P.'s in any great numbers is men for underground work in mines. The medical requirements for such workers are rather rigid, particularly in respect to the condition of the lungs. To meet the requirements of the metal mines for workers who cannot be provided from within Canada, or from among the D.P.'s, we have arranged for a group movement of German Nationals for this employment. At the present time, the mines through the Canadian Metal Mining Association have applied for 800 German mine workers, and there is every likelihood that if the movement is a successful one the numbers will be increased.

The difficulty in bringing workers from Germany is the matter of payment of transportation. In this movement of miners, the employers have established a revolving fund from which they will advance the cost of transportation to those who are selected for employment. This expenditure will be recovered from the wages of the worker over a period of eighteen months. If the worker stays on the job for the eighteen months he has agreed to stay, the employer will refund that portion of the transportation costs spent on travelling from the port of entry to the place of employment.

With regard to the outlook for 1951, we expect that we will be faced with labour shortages of greater proportion than we have had to deal with during the past few years.

The demand for farm workers will be heavy and men are required in larger numbers than they have been for a good many years for work in the bush. This year most woods operators are planning on cutting right through the summer.

Under the group movement plan, we have placed orders for 16,000 D.P.'s to help meet anticipated labour shortages. The indications at the moment are

that we may not be able to get the required number from among the D.P.'s and if this proves to be the case, we will have to look for sources of supply elsewhere.

If there are any questions which members of the committee would like to ask, we would be glad to try to answer them.

Hon. Mr. McDONALD: How many requests has your department had for farm labourers?

Hon. Mr. GREGG: How many individual requests or for how many people?

Hon. Mr. McDONALD: Individual requests?

Mr. MACNAMARA: I think the answer to that is that the farmers are a little backward in putting in their applications. We have very few.

Hon. Mr. McDONALD: Could you not set a deadline by which time the applications had to be in?

Mr. MACNAMARA: We do advertise the need for putting in the applications. We have statements announced on the radio and we advertise in the local newspapers. As to setting a deadline, we would probably be the first to break it if we had to.

Hon. Mr. McDONALD: The Dutch farmers seem to be very acceptable here. Are you getting any applications from the people in Holland?

Mr. MACNAMARA: Yes, quite a number. We expect the total this year will be the biggest of any. We are hoping for 15,000.

Hon. Mr. McDONALD: What about the other countries near Holland? What about Denmark, for instance.

Mr. MACNAMARA: We have not had any movement from Denmark.

Hon. Mr. McDONALD: Just mainly from Holland?

Hon. Mr. CRERAR: What would be the average wages for these farm workers?

Mr. MACNAMARA: The farmer starts them in around \$45 a month. The peak for a good farm hand would be around \$100 a month.

Hon. Mr. CRERAR: Would that include board and lodging?

Mr. MACNAMARA: Yes, sir.

Hon. Mr. REID: I was rather interested in hearing that some company or firm sent representatives to England, when they found they wanted 300 workers, and the statement was made by the minister that the demand for 300 workers was quickly over-subscribed. In view of that I am wondering what has been done to take up that surplus labour that seems to be willing to come here from the United Kingdom?

Mr. MACNAMARA: Well, the great block in bringing people in from the U.K.—and that is where these people were recruited from—has been the matter of transportation. As the Hon. Mr. Harris mentioned the other day, arrangements have been made to meet that situation by the applicant paying \$30, and the federal government of Canada loaning the balance.

Hon. Mr. REID: There would be no difficulty in getting the 300. I am just wondering why we are searching so keenly the continent of Europe if there is such a surplus in the Old Country? I am of the opinion that that surplus will grow, because over the past few years many British manufacturers have located their businesses in this country. In speaking to one of them he told me "When we get well established in Canada and can turn out goods cheaper through your production methods here, we will likely do all of it from Canada." As I say, I am wondering why we are searching the continent of Europe so much. I am not objecting to that, but if there is a surplus in the U.K., especially in the mechanical line, why not bring them here?

Mr. MACNAMARA: The answer is simple. The surplus people spoken about as being obtained from the U.K. are tradesmen. What we are seeking in Europe is the farm hands and other basic industry workers who do not require the skill that these people for aircraft work require. I think it is possible to get a considerable number of skilled people from the U.K. On the other hand, we know it is quite impossible to get farm hands from the U.K.

Hon. Mr. REID: What is the demand in Canada for mechanics as compared to the demand for labourers?

Mr. MACNAMARA: It is very much smaller.

Hon. Mr. REID: I know in speaking to a representative of one of the departments the other day I was told that the big difficulty is in getting technical men in connection with war production. I was told that they just could not find them.

Mr. MACNAMARA: Let me say that there is always a difference of opinion as to this matter of a shortage of skilled men. For example, take the matter of electricians in the city of Toronto. There was a good deal of talk about getting some electricians from the U.K. for Toronto. A statement was published in one of the trade journals in England warning electricians about coming to Toronto. In effect this statement said "We cannot find work for our union members, so what is the use of you coming to Toronto. Anyway, you cannot go to work unless you pay a fee of \$100 to the union". I think it is true that there are electricians out of work in Toronto. On the other hand, men with some electrical knowledge have been needed for the aircraft factory at Malton. The number of skilled people which we need is very much in the minority as compared with those without skills.

Hon. Mr. REID: Probably some action should be taken to counteract such a damaging statement, for those people might apply conditions in Toronto to all of Canada. While electricians are not required in Toronto, they may well be in demand in other places.

Mr. MACNAMARA: That is true.

Hon. Mr. ROEBUCK: When I was in New Zealand recently I heard a speech by the Minister of Immigration of Australia, Mr. Holt, in which he described the arrangement which Australia had made with the United Kingdom whereby the United Kingdom was paying for the transportation of immigrants to Australia.

Mr. MACNAMARA: The money was being paid by the Australian government for the transportation.

Hon. Mr. ROEBUCK: I did not understand it that way. I have not yet received the text of that speech, but I will forward it to you when I get it. The Minister made it amply clear that his country had an arrangement with the United Kingdom whereby the United Kingdom was supplying the money for transportation.

Hon. Mr. WOOD: That is a sterling area.

Hon. Mr. ROEBUCK: That is true.

Hon. Mr. WOOD: I think that is the reason for the arrangement with Australia.

Hon. Mr. REID: We had \$65 million to the credit of the United Kingdom which could have been used to bring immigrants to Canada; now it has been given to the Prairie farmers.

Hon. Mr. GREGG: I do think the fact that Australia is in the sterling area has something to do with it.

I should like to mention one point arising out of my earlier remarks that there were 902 Maltese came to Canada. Madam Chairman, it has come to

the attention of at least one member of the committee that there was some grief with respect to some of the Maltese at Ajax. Out of the number of 902 I think there were some 6—at any rate a fairly small proportion—who were very much dissatisfied and sorry that they had left Malta and come to Canada. The hostel manager at Ajax did all he could for them; and the deputy minister wrote each of the complainants a fatherly letter. That did not have the desired effect on all of them, but it did on one or two; and the remaining complainants are gradually being taken care of. I think there are two which we have yet to settle. To make sure that the incident did not have any ill effect on future arrangements, the people of Malta were kept informed of the situation, and they took steps to determine whether the complaints of those few were legitimate. I took the liberty of forwarding Senator Roebuck a copy of a letter which came to us the other day.

Hon. Mr. ROEBUCK: Two members of the Maltese parliament wrote to me about the matter. It seems that 26 of these men had written lurid letters to their parliamentary representatives in Malta, complaining about what had taken place here. I am very much obliged to the minister and the deputy minister for keeping me informed on the situation, and I have written several letters to members of parliament in Malta. We do not want any misunderstandings to result from the incident.

I was greatly impressed with the fact that these people were receiving excellent food at Ajax; nevertheless, they wrote silly complaints about it. I was also greatly impressed with the patience shown by the officials in the handling of these grousing, disagreeable people who were ungrateful for the assistance that was given to them, and were causing all the trouble they could. They would not take jobs when they were offered to them.

On the other hand, there is this to be said that these men came to Canada at the first of the winter season with insufficient clothing. They were from a soft climate and used to indoor work; they were incapable of doing the outdoor work which we require here in Canada. I do think, however, the incident will have its uses, in informing the Maltese people to some extent of conditions here and what they must guard against. I read a letter from a Maltese official thanking Canada for its generosity in supplying some of these poor immigrants who came here with good warm clothing. That is all very fine, and I think it will work out to the good rather than harm.

Hon. Mr. GREGG: I think that is true. The complaints were mainly concerning food and clothing, the latter of which was legitimate. Certainly, their clothing was not heavy enough for the Canadian climate, and steps were taken by the officials to co-operate in overcoming the difficulty. As to the food, it happened that shortly after the matter came up Mr. MacNamara and I had to be in Toronto in connection with the conference for the handicapped, and we took our own way of investigating the quality of the food. We came to the conclusion that there was no justifiable grounds for complaint on that score.

Hon. Mr. TURGEON: Was the number who complained six or twenty-six?

Hon. Mr. GREGG: At the outset, when the first letter was written, there were twenty-six, and it gradually boiled down to the point where we had what you might call a hard core of six.

Hon. Mr. ROEBUCK: There were six, and they got the others to sign the letter. They wrote to the British High Commissioner complaining about it.

Mr. MACNAMARA: May I make a general comment about the Maltese? The Mediterranean around December would no doubt look pretty good to most of us. I think that is the reason for the trouble. These people wanted to go back home. In answer to your question, Madam Chairman, we are continuing to bring these people in; we hope to reach a quota of about 200 a month. The arrangement is very satisfactory, for the Maltese government pay all transportation costs.

Hon. Mr. REID: What is the working arrangement between your department and the Immigration Department concerning workers who come here on their own? As an illustration I will cite a case that came to my attention while attending a meeting in Ottawa recently. A particular family came to Ottawa some three months ago. The father, who is not an old man, and the son had spent all their working years as rolling mill experts. They landed here in Ottawa only to find no employment available to them. They appealed to me to see if I could give them any information as to where suitable employment could be found.

My question is whether, in the case of mechanics who come from the old country on their own, there is any working arrangement between your department and the Immigration Department as to where they shall go. There are, I understand, men and women who of their own volition set out to come to Canada without any guidance as to where they may obtain employment for which they are trained. In the case I have cited the father and son have no chance of obtaining employment in a rolling mill in Ottawa, and it seems to me that if word of their difficulties gets back to the old country it will not do us any good.

Mr. MACNAMARA: There are some who just get on a boat without telling anybody where they are going, but there are officials in our immigration offices in London and in Canada House who could advise them as to employment conditions fitting their skill in Canada. Of course people do not always do things the way they should do them, but they should go to an immigration office in the U.K., and there are several of them, the principal of which have available a counsellor who can advise them.

Hon. Mr. REID: Is that fact widely advertised, so that prospective immigrants may know what is available to them?

Mr. MACNAMARA: Yes; it is being built up, senator. We do not claim to have a perfect organization by any means, but we try to see that steamships and other means of transportation can furnish each of the new Canadians with information as to where they can obtain help in Canada. For example, they are told the national employment service is at their service. We went so far as to give out pamphlets. These pamphlets are handed to them, giving them addresses of National Employment Offices. As to working with the Immigration Department, we work hand in glove with them, and we certainly make no moves without letting them know; and the reverse is true.

Hon. Mr. REID: But I am just wondering if they work hand in glove with you. You are looking for labour and they are looking for immigrants.

Hon. Mr. GREGG: Oh, yes, on all points. And if that man came without having made any employment contact overseas—arrived, we will say, in Halifax—all he would have to do there would be to walk up to the National Employment Service in Halifax, and that office should be able to tell him where he would stand the best chance of locating in Canada.

Hon. Mr. CRERAR: Mr. Minister, in respect to the admission of immigrants, to what extent, if any, is the policy governed by the ability of the Labour Department to find work for the incoming immigrant?

Hon. Mr. GREGG: I think I will ask the Deputy in a moment to go into that more explicitly, but off-hand, as we stand now in March, our employment situation in Canada is beginning to level off. For instance, this week will show slightly less than last week in the number of people registered at the National Employment Offices seeking employment. That is quite a bit ahead of last year; we have now some 75,000 less listed seeking employment than at this date last year.

Hon. Mr. McDONALD: What was the total number of applications for work in Canada in all the provinces?

Hon. Mr. GREGG: 375,000 it was last year this date, and it is just over 300,000 now.

Hon. Mr. McDONALD: Have you the figures for the provinces?

Mr. MACNAMARA: I do not remember them. I am sorry.

Hon. Mr. GREGG: We could submit them to the committee at a future sitting.

Hon. Mr. WOOD: That would be seasonal.

Mr. McNAMARA: I would say it is 90 per cent seasonal.

Hon. Mr. McDONALD: There is one problem that worries me, and has for some years, and I know it has troubled many people in the province of Nova Scotia; it is that of the young men and women, particularly in the coal-mining areas of Nova Scotia. I understand there is quite a lot of unemployment there at the present time, and I know that your department has done considerable in moving them to other areas where there was work; also you have carried on splendid vocational courses. I am wondering whether Mr. MacNamara would give us a statement of how those vocational courses are "making out" and if there is a hope of getting more and more of these people whom I have mentioned into these courses and training them to become most worthwhile citizens.

Hon. Mr. GREGG: May I just complete my attempted reply to Senator Crerar? In view of the fact that we are facing now, a period of greatly enlarged demands for labour, particularly skilled labour, in the armed forces and in defence production as well as in ordinary production, we do not feel that the employment opportunities will act as a brake on the encouragement of immigration. I think the main brakes on it will be shortage of money for transportation on somebody's part and, side by side with that, the shortage of transportation itself. Would that be true?

Mr. MACNAMARA: That is quite true, sir.

Hon. Mr. GREGG: If those two difficulties can be overcome, or alleviated, I do not think there is any doubt but that there can be found employment for the people that the Department of Citizenship and Immigration bring in.

Hon. Mr. CRERAR: I was not concerned so much with the matter of finding employment for them, Mr. Gregg, but to get at the basic policy. I think it is probably true to say that there are hundreds of thousands of people in Europe today who would willingly come to Canada and find some way of their own of getting here and some way of making their own way after they got here,—simply to get to a country where they escape from the miseries of Europe. Now, is it the policy of the government to hold down that type of immigrant because these people might create a measure of unemployment in Canada or someone might object to their coming, or something of that kind?

Hon. Mr. GREGG: In reply to that, sir, I think it would be fair to say that the policy of government is to attempt to maintain an even course amongst these factors that you mentioned. For instance even if there were plenty of ships available—I think this is what you mean—the government would not want to bring in people for whom we could not now or very quickly find employment.

Hon. Mr. CRERAR: Does that mean, Mr. Gregg, that we have accepted the principle of the government finding employment for people?

Hon. Mr. GREGG: I put it in the wrong way—for whom employment could not be found by themselves or through employers, or through N.E.S. offices or any other plan we have in vogue now.

Hon. Mr. HORNER: Right there, Mr. Minister, you spoke of bringing people in, but Senator Crerar was referring to people willing to come, to pay their own way, and to take a chance of finding their own livelihood in this country, as many of our best people have done. Is it the policy of the government to refuse admission to numbers of these people who are willing to come and take their own chance?

Hon. Mr. GREGG: An individual who can pay his way, who passes the security test and can give assurance that he is able to establish himself—I mean, who has sufficient financial resources that he will not be a burden—would I think be passed without question by the Immigration people.

Mr. MACNAMARA: There is no doubt about that.

Hon. Mr. WOOD: There would be very few of those, though.

Hon. Mr. CRERAR: Many of the immigrants who came to this country fifty years ago had not \$5 of assets when they got to their destination. But the first thing they did was to go out and take a job, any job they could get; and as a result they have developed our resources, they have increased the wealth production of the country, and they have made a great contribution to the country's success. Is that sort of thing shut off today?

Hon. Mr. GREGG: No, I would say not. Bearing in mind, of course, that the very nature of things since the last war has caused immigration in mass movements. The man in the position of the immigrant of fifty years ago to whom you referred, having nothing in his pocket, would now perforce have to come within one of these plans to get over. If he were a man who could buy a farm or had enough to establish himself when he got here, and could pass the screening overseas, he might come in and thus find his own way in the old fashioned manner you mentioned.

Hon. Mr. CRERAR: If he came to one of the government's European offices and said, "I would like to go to Canada; I am physically fit and mentally sound; I have nothing but my willingness to work; may I be admitted?", what would you say?

Mr. GREGG: Well, he would have to report to the overseas Immigration authorities, and be checked for security. He should go to the Department of Labour man, who, would test him on his qualifications as to appropriate opportunities in Canada. If he could pass those tests and had enough money in his pocket to pay his fare, and could get passage I think he could come over.

Hon. Mr. CRERAR: I think that is an important point.

Hon. Mr. HORNER: In the good old days necessity was the mother of invention. There were no baby bonuses and other forms of socialism that we have today. In other words, we can only support a few on a very high standard.

Hon. Mr. REID: When you are screening—perhaps I should not use that word—prospective immigrants as mechanics, labourers or farm hands, is age taken into consideration? I ask that question in view of the tendency today in Canada not to employ men over 45 years of age.

Mr. MACNAMARA: The employer usually places a top age limit, and if we are working on a group plan we pretty well stick to that age. As to domestic servants, we do not bring in the older girls.

Hon. Mr. BEAUBIEN: That is a good thing.

Hon. Mr. HORNER: We were speaking a moment ago about mechanics. It has become something of a necessity now in Western Canada for a farm labourer to be something of a mechanic. Western farmers have a lot of expensive machinery. I had a personal experience with a D.P. who found a mowing machine new to him, but when he was given a scythe to work with in the garden he was all right. First-class mechanics are needed on our Western farms.

The CHAIRMAN: In view of the tremendous demand for domestic workers, has the department thought of getting some from Italy?

Mr. MACNAMARA: The difficulty of getting domestic help from Italy is largely one of cost of transportation. I was making some inquiries as to whether we might find a Santa Claus who would put up the money to bring some of these people here. I was talking to the people at the Italian Embassy, but there does

not seem to be any source of money for this purpose. The only hope at the moment is the fact that the International Labour Organization is having a meeting under the auspices of the United Nations on March 27, and one of the things they will be discussing will be the movement of people from countries which have a surplus population. I am taking steps to tell them at that time that we could take people right away if they could find say \$200,000 to advance fares to bring them here.

Mr. REID: I was rather intrigued by the statement made with respect to domestic service. In speaking of those coming from Great Britain you said 57 were from Scotland.

Mr. GREGG: Everyone is familiar with their high qualities.

Hon. Mr. REID: Yes, but are there any from Ireland, Wales and England?

Mr. MACNAMARA: We have not gone to Ireland yet.

Mr. REID: I am just wondering why. I am told that the girls from that country are exceptional.

Mr. MACNAMARA: We shall have to send somebody to Ireland to make a study. I was reserving that job for myself.

Hon. Mr. REID: I heard that there was a group of some 5,000 in Northern Ireland who were prepared to come to Canada. I should not say they were prevented from coming but I am wondering why they did not do so.

Mr. MACNAMARA: This movement of Scotch girls is really just an experiment. We have had a woman officer in Scotland for two or three months, and if this scheme looks like a success we shall extend it.

Mr. GREGG: Mr. MacNamara, Senator McDonald was inquiring about vocational training in Nova Scotia.

Mr. MACNAMARA: Yes. As to vocational training in Nova Scotia we have recently increased our classes by arrangement with the government of Nova Scotia. I believe there is a good chance that through the activity of the vocational training classes the young fellows you spoke of will be taken into other industries. There are some jobs available now in shipyards, and other jobs are developing. The idea is to work some of these young chaps into other industries.

Hon. Mr. CRERAR: A few years ago the Lutheran Churches in Canada and the United States collected quite substantial funds to move some of their co-religionists from D. P. camps to Canada and the United States. Have you any information as to how that scheme worked out so far as Canada is concerned?

Mr. MACNAMARA: Very well, and it is continuing.

Hon. Mr. CRERAR: They looked after their people when they came here.

Mr. MACNAMARA: They found a family of the same religion.

Hon. Mr. CRERAR: I know, but they discharged their responsibilities of looking after them pretty effectively, did they not?

Mr. MACNAMARA: Yes.

Hon. Mr. CRERAR: Do you recall the extent of that movement?

Mr. MACNAMARA: I have not got those figures, Senator.

Mr. HEREFORD: There were approximately 700 Lutheran families who came to Canada.

Mr. MACNAMARA: Probably two to three thousand people.

Mr. HEREFORD: Yes.

Hon. Mr. DAVID: Have you any statistics that would establish approximately the number of immigrants who came to Canada as farm hands or as farmers and who have since moved to cities?

Mr. MacNAMARA: We do keep track of them for a year, but after their year is up they move. The best information we have is that 55 per cent of the young fellows brought out as farm hands stay on the farm and the rest move.

Hon. Mr. TURGEON: Fifty-five out of 100 stay on the farm?

Mr. MacNAMARA: Yes.

Hon. Mr. REID: What happens when a domestic servant or farm labourer moves elsewhere after serving six months with his first employer? The reason I ask that question is that many complaints have been made to me by those who have taken domestic servants and after, shall I say, educating them to the ways of Canadian life, they lose them. Somebody comes along and offers the girls more money and they leave, and I have been told by quite a few people that they will not bring any more immigrants to Canada to train them and then have this happen.

Mr. MacNAMARA: Well, these people agree to stay in domestic service for a year. That does not mean there is a "deep freeze". They do not agree to stay with the same employer, and we find a constant necessity for changing them. Sometimes it is the employer who would like to have domestic help changed and other times it is the girl herself who demands to be moved. We move them around quite a lot.

Hon. Mr. TURGEON: What length of time do they agree to stay in domestic service?

Mr. MacNAMARA: One year.

Mr. TURGEON: After one year they are free to move?

Mr. MacNAMARA: Yes.

Hon. Mr. ROEBUCK: You give them a certificate of the fact that they have stayed for a year?

Mr. MacNAMARA: That is true.

Hon. Mr. ROEBUCK: And some of them value those certificates very highly.

Mr. MacNAMARA: They claim to base an estimation on their value, but sometimes I am not too sure that they are very valuable.

Hon. Mr. ROEBUCK: The persons who hold them value them.

Mr. MACNAMARA: Out of 46,000 workers, some 30,000 have been given certificates.

Hon. Mr. ROEBUCK: That is pretty good.

Hon. Mr. BEAUBIEN: To return to the vocational training question, Dr. MacNamara. Do you train these persons for all the different trades? I ask that question by reason of what happened in Manitoba last spring, after the floods. There was a great deal of repair and construction to be done and—

Mr. MacNAMARA: We did not train any fishermen.

Hon. Mr. BEAUBIEN: We could not get carpenters, bricklayers or any such tradesmen. Do you train men to do that work?

Mr. MACNAMARA: We will form classes for any trade if the applicants are there. The difficulty in Manitoba would be that the young men would not come to classes because they could get work quite easily. The minister has just pointed out to me that the matter of training is a partnership arrangement with the provinces; the province puts up half the cost, and the initial recommendation comes from the province.

Hon. Mr. TURGEON: Do those who take the courses pay anything?

Mr. MacNAMARA: No.

The CHAIRMAN: If the questions have been exhausted, I should like to say how grateful we are to the minister and to Mr. MacNamara for appearing before us today, and I think every member of the committee would like to see them back on the labour side of the question.

Hon. Mr. GREGG: At your call, Madam Chairman.

Hon. Mr. BUCHANAN: Before Dr. MacNamara leaves, may I ask him whether he is still receiving requests from sugar beet areas to bring in labour from Europe, or is labour being supplied from other sources in Canada? For years requests were made to bring labour for this purpose from Europe.

Mr. MACNAMARA: The requests this year are higher than ever before.

Hon. Mr. BUCHANAN: Will you be able to meet those requirements?

Mr. MACNAMARA: We will be able to meet some, but I am not sure that we will be able to meet the entire demand.

Hon. Mr. ROEBUCK: In the years since the end of the war we have heard a good deal of evidence of the large number of D.P.'s. It would be interesting to hear the figures on the number of these poor people still remaining in D.P. camps.

Mr. MACNAMARA: Do you mean the ones left in the camps?

Hon. Mr. ROEBUCK: Yes, actually in the camps.

Mr. MACNAMARA: Speaking from memory, it is about 400,000.

Mr. HEREFORD: I do not think it is quite that high—perhaps 200,000.

Mr. MACNAMARA: And many of them are not employable.

Hon. Mr. TURGEON: Does that figure include so-called hard core group?

Mr. HEREFORD: Yes.

Hon. Mr. REID: Do some of them come from Yugoslavia?

Mr. MACNAMARA: They come as refugees, from protective areas in Germany.

Hon. Mr. REID: I realize that I should have asked my next question of the Minister of Immigration, but I have always been interested in those Yugoslavs who sold all they had in British Columbia and bid farewell to Canada. They never came back to Canada.

Mr. MACNAMARA: They would have to come as refugees.

Hon. Mr. ROEBUCK: Provided they can get out of Yugoslavia.

The CHAIRMAN: I have in my home two Yugoslav girls; they walked over the border.

Hon. Mr. REID: They would not be in that group which sold out and went back to Yugoslavia.

The CHAIRMAN: No; they came as refugees.

Hon. Mr. REID: I have always been interested in that group, because I believe that they will someday want to come back.

Hon. Mr. HORNER: As well as those persons remaining in D.P. camps in Germany, there is a large number of displaced Germans who were never in the camps, but who became displaced in Poland when a part of Germany was given over to that country. Although Stalin has prevented any peace treaty arrangements, I understand the government is allowing some Germans to come in.

Mr. MACNAMARA: That is true. The minister mentioned a group of German nationals being recruited for hard rock mining companies. We now have orders for 800 of them.

Hon. Mr. HORNER: They would also make very good farm hands.

Mr. MACNAMARA: Yes. But the question of transportation costs comes up.

Hon. Mr. DAVID: Is my information concerning the Bata Shoe Company correct, that out of about 26 experts with the company before the end of the war, some 22 went away after hostilities were over?

Mr. MACNAMARA: Do you mean that they left the Bata Shoe Company?

Mr. DAVID: Yes. Would you know about that situation?

Mr. HEREFORD: The company has received in the neighbourhood of 150 to 175 displaced persons. They are not all Czechs or Slovaks, but the most of them are. Most have stayed with them, but about 50 per cent of the women have left to go to the cities.

Mr. MACNAMARA: You are asking whether some of these people left the company after the war?

Mr. DAVID: The question I wanted to ask was, if some 22 experts went away after the war, how many have made application to come back?

Mr. MACNAMARA: I do not know.

Hon. Mr. DAVID: I understand that some have made application to come back to this country.

Mr. MACNAMARA: I have no information on them.

Hon. Mr. WOOD: Do you mean they went back to Czechoslovakia?

Hon. Mr. DAVID: They left the country, and now want to come back.

Mr. MACNAMARA: If the subject is of special interest to you, we could get the information on it.

Hon. Mr. REID: Before the minister and Mr. MacNamara go, I should like to compliment them on the efforts they have made to encourage employers to hire men over 45 years of age. The film that has been put out on this subject is very fine, and points to the fact that a man of 45 years of age is still useful.

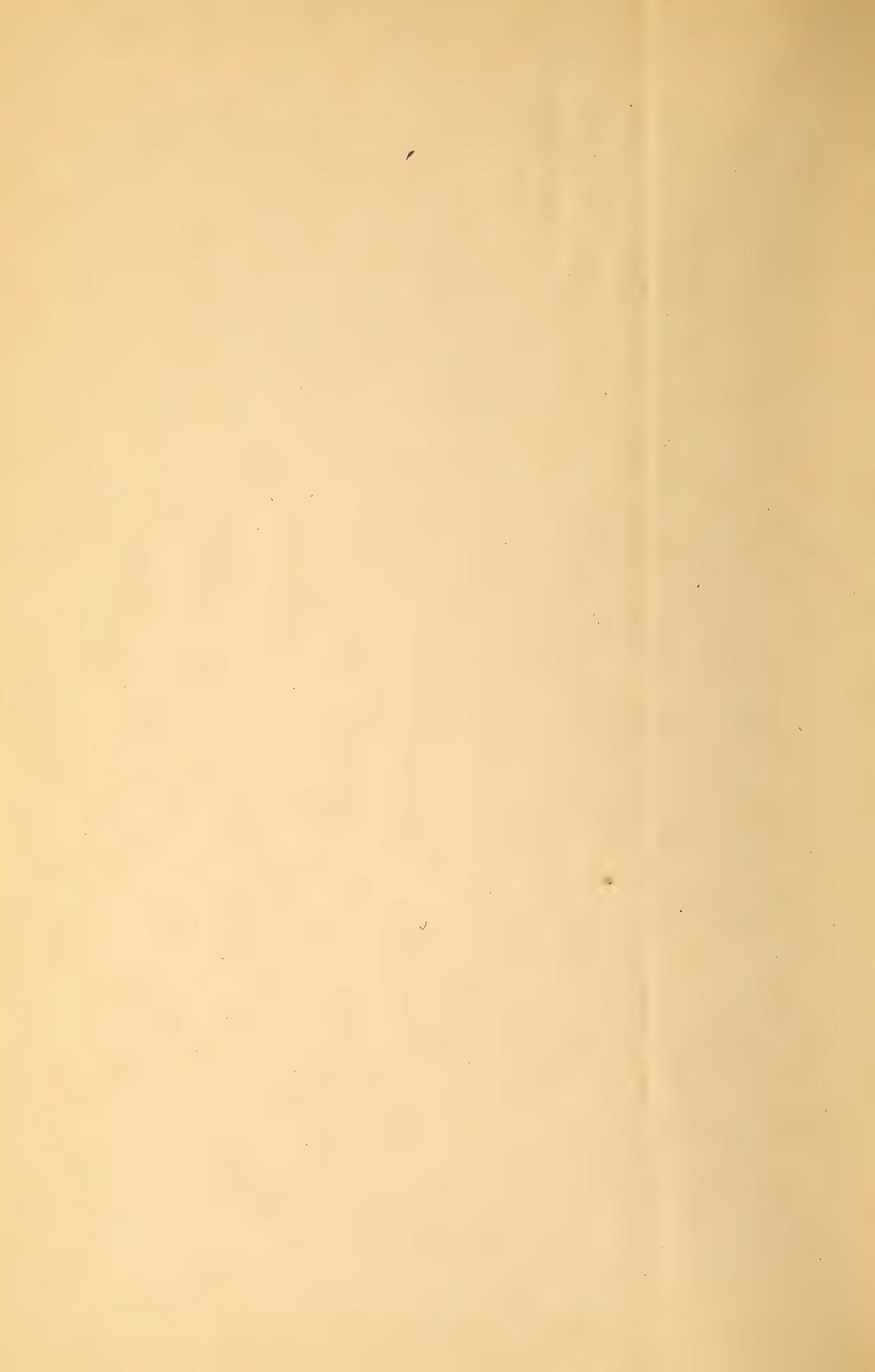
Hon. Mr. GREGG: Thank you very much, Senator Reid. We felt that it had two aspects: One is the human side, and it is the more important; the other is the fact that we are going to need such men for production over the next few years.

The CHAIRMAN: Thank you, gentlemen.

The committee adjourned to the call of the Chair.







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Canada June 1952  
Labour Standing Committee  
on 1952/53  
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# THE SENATE OF CANADA)



Government  
Publications

## PROCEEDINGS

OF THE

## STANDING COMMITTEE

ON

# Immigration and Labour)

To whom was referred the Bill "Q-5", intituled: "An Act to amend The Canadian Citizenship Act".

TUESDAY, FEBRUARY 24, 1953

(The Honourable Cairine R. Wilson, Chairman.

### WITNESSES:

Col. Laval Fortier, Deputy Minister, Department of Citizenship and Immigration.

Mr. Chris Kelly, Toronto, Ontario, representing National Council of Chinese Community Centres.)

### REPORT OF THE COMMITTEE

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1953



## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

### Immigration and Labour

The Honourable Senators Aseltine, Beaubien, Blais, Bouchard, Buchanan, Burchill, Burke, Calder, Campbell, Crerar, David, Davis, Dupuis, Euler, Fallis, Farquhar, Gershaw, \*Haig, Hardy, Hawkins, Horner, Hushion, MacKinnon, McIntyre, Pirie, Reid, \*Robertson, Roebuck, Taylor, Turgeon, Vaillancourt, Veniot, Wilson and Wood. (32).

\*Ex officio member.

FEBRUARY 24, 1953.

The Standing Committee on Immigration and Labour beg leave to report as follows:—

1. Your Committee recommend that authority be granted for the printing of 600 copies in English and 200 copies in French of its proceedings on the Bill (Q-5), intituled: "An Act to amend The Canadian Citizenship Act", and that Rule 100 be suspended in relation to the said printing.

All which is respectfully submitted.

CAIRINE R. WILSON,  
*Chairman.*

## MINUTES OF PROCEEDINGS

TUESDAY, February 24, 1953.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 10.30 a.m.

*Present:* The Honourable Senators:— Wilson, Chairman; Aseltine, Beau-bien, Buchanan, Burchill, Crerar, Davis, Euler, Farquhar, Gershaw, Haig, Horner, MacKinnon, McIntyre, Reid, Roebuck, Turgeon, Veniot and Wood—19.

The Official Reporters of the Senate and Mr. J. F. MacNeill Q.C., Law Clerk and Parliamentary Counsel were in attendance.

Bill “Q-5”, “An Act to amend The Canadian Citizenship Act”, was read and considered clause by clause.

Honourable Senator Roebuck moved, seconded by the Honourable Senator Aseltine, that authority be granted for the printing of 600 copies in English and 200 copies in French of its proceedings on Bill “Q-5”, “An Act to amend The Canadian Citizenship Act”; the said motion was carried.

Col. Laval Fortier, Deputy Minister, Department of Citizenship and Immigration, was heard in explanation of the Bill, and was questioned.

On consideration of the Bill clause by clause the following amendments were submitted and adopted:—

1. *Page 2, line 19:* delete line 19 and substitute the following: “who had been granted, or whose name was included in.”.

2. *Page 10, line 18:* delete line 18 and substitute the following: “who had been granted, or whose name was included in.”.

3. *Page 16, line 13:* delete the word “purpose” and substitute the word “purposes”.

On motion of the Honourable Senator Roebuck, seconded by the Honourable Senator Haig that sub-clause 2 of clause 6 of the Bill be deleted, the Committee divided as follows:—

Yea, 5; nays, 6.

The motion was declared passed in the negative.

Mr. Chris Kelly, of Toronto, Ontario, representing National Council of Chinese Community Centres, was heard with respect to certain alleged discriminations against Canadian Citizens of Chinese origin, in the matter of Immigration.

It was resolved to report the Bill as amended.

At 12.30 p.m. the Committee adjourned to the call of the Chairman.

Attest.

A. FORTIER,  
Clerk of the Committee.



## MINUTES OF EVIDENCE

THE SENATE

OTTAWA, Tuesday, February 24, 1953.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, its operation etc., met this day at 10.30 a.m.

Hon. Mrs. WILSON: in the chair.

The CHAIRMAN: The first item of business is the motion authorizing the printing of the proceedings of the committee.

Senator Roebuck, would you care to make the motion?

Hon. Mr. ROEBUCK: I move:

That the report recommend that authority be granted for the printing of 600 copies in English and 200 copies in French of its proceedings on Bill Q-5, intituled: "An Act to amend the Canadian Citizenship Act", and that Rule 100 be suspended in relation to the said printing.

Hon. Mr. ASELTINE: I will second the motion.

Some Hon. SENATORS: Carried.

The CHAIRMAN: We have Colonel Fortier, Deputy Minister of Citizenship and Immigration here. Would the committee wish to hear Colonel Fortier first, and then consider the bill clause by clause later?

Hon. Mr. HAIG: Agreed.

### Colonel Laval Fortier, Deputy Minister of Citizenship and Immigration.

Madame Chairman and honourable senators, the Canadian Citizenship bill which you have before you today contains a few important amendments. I shall go over them briefly, and we can then have a discussion as to the provisions of the bill.

The most important amendment in my opinion is that having to do with Canadian domicile and providing that a period of residence of twenty years in Canada would be equivalent to Canadian domicile. In the case of British subjects they would become Canadian citizens as of January 1, 1947; and their children would also become Canadian citizens, under section 4 provided their fathers had twenty years residence prior to January 1, 1947. Persons other than British subjects would be permitted, under section 10, to petition for citizenship and as such residence would be equivalent to Canadian domicile.

"Canadian domicile" is a term which is found in both the Canadian Citizenship Act and the Immigration Act. We consider "Canadian domicile" to be a period of residence of five years in Canada after having been landed here.

This bill proposes to extend the meaning of "service in the Canadian armed forces in time of war" to apply to service abroad when Canada participates in any activity under the United Nations Charter or under the North Atlantic Treaty. For instance, soldiers now serving in Korea will be included in this category, though there has been no declaration of war on the part of Canada.

A further amendment would allow the minister to grant certificate of citizenship to children of those persons naturalized before January 1, 1947. Under the present act a certificate of citizenship can be granted only to persons who have acquired citizenship under the Canadian Citizenship Act. Therefore, those who were naturalized, and have minor children cannot obtain the same benefits.

Another important provision is the requirement that a prospective citizen have an adequate knowledge of English or French. Under the present act, a person without an adequate knowledge of these two languages, must have resided in Canada for a period of twenty years. Under the amendment the twenty years would expire as of January 1, 1959. That means, that by that time they must have an adequate knowledge of either of the two official languages.

Hon. Mr. WOOD: Do you mean that after they have been here twenty years they automatically become citizens?

Col. FORTIER: They must appear before a judge.

Hon. Mr. WOOD: But whether or not they can then speak English or French, they may become citizens.

Col. FORTIER: Yes.

Hon. Mr. WOOD: I think that is to the good.

Hon. Mr. CRERAR: I take that to mean that if, for instance, a person who spoke nothing but Gaelic, came to Canada and had difficulty in acquiring—

Hon. Mr. HAIG: Put him out.

Hon. Mr. CRERAR: —a knowledge of the language he could not become a Canadian citizen until after he had been here twenty years.

Col. FORTIER: That is as the law stands today. We are now proposing that from January 1, 1959, such persons would have to have an adequate knowledge of either English or French.

Hon. Mr. BEAUBIEN: That gives these Scotchmen about seven or eight years to learn a little English or French.

Col. FORTIER: Five years.

Hon. Mr. REID: What do you mean by the word "adequate"?

Col. FORTIER: Adequate knowledge might be said to be the equivalent of a working knowledge.

Hon. Mr. ROEBUCK: Then why not say "working knowledge"? The term "adequate knowledge" is not very definite. There are children who go through our high schools, and even our universities, who do not have an adequate knowledge of our official languages. I know many students who can't speak French.

Col. FORTIER: True, they do not have a fluent knowledge in English or French.

Hon. Mr. ROEBUCK: If they can't speak it, then they do not have a working knowledge of it. You see how difficult it is to interpret. Judges may differ in their interpretation. Should there not be some yardstick for the measurement of "adequate knowledge"?

Hon. Mr. WOOD: I understand that the official languages in Canada are English and French, but I must say that very often I am unable to understand some French speakers, and I am sure there are some French who have difficulty understanding English.

Col. FORTIER: You certainly have more than an adequate knowledge of English, Senator. May I say that the word "adequate" is not new. This word has been in the Naturalization Act since 1914, and we have never experienced

any difficulty in the interpretation of it. It has been left to the presiding judge to decide what is an adequate knowledge of English or French.

Hon. Mr. ROEBUCK: Did you see the recent editorial in the *Citizen* on the subject?

Col. FORTIER: I did, sir.

Hon. Mr. ROEBUCK: That editorial questions very pointedly the wisdom of this move. One would think that a person who had been in Canada twenty years has pretty nearly earned his right to citizenship. There are many people who just cannot learn an additional language; it must be remembered that it is a big job to acquire a new language.

Hon. Mr. REID: There are groups of people who come from European countries who live by themselves; they talk to their children in the only language they understand, their European tongue. Many such persons live fifty miles from English speaking settlements, and could be in this country for half a century without having an opportunity to learn English or French.

Hon. Mr. WOOD: We have that problem in Saskatchewan. I would say the majority of the people in that province are essentially Europeans. In the colonization process many such persons were brought out in groups, and they have lived on farms forty or fifty miles away from English-speaking people. How are they to learn the English language? In the early days they could not get transportation more than twenty miles.

Col. FORTIER: Those people, if you will allow me to say so, would not be affected.

Hon. Mr. WOOD: How do you mean, they would not be affected?

Col. FORTIER: They have been in Canada for twenty years, and they have until January 1, 1959, to apply for their citizenship; they would not before that time be required to show that they have an adequate knowledge of English or French.

Hon. Mr. WOOD: Very good.

Hon. Mr. ROEBUCK: But that is only up to 1959.

Col. FORTIER: 1959. The newcomers who come in this year or next year, could not count the twenty year period as an equivalent to an adequate knowledge of either language. The fact is that we have had a nationality branch, in General LaFleche's department, since 1945.

Then there was the Citizenship Branch under the Secretary of State, which is now under our Department, and this branch, with the co-operation of the provinces, in co-operation also with the different benevolent voluntary groups looking after citizenship, is making an effort to see that the newcomers learn the English or the French language as soon as possible. I have seen these schools in operation—where English or French is taught—and it is surprising, through the new methods they are utilizing, how fast they can learn a language,—enough to go around, to understand their supervisor, to ask their direction on the street, to find their way around Canada and get acquainted with what is going on in this country, so that when they will be called upon to exercise their right to vote they will know why they are voting this way or the other.

Hon. Mr. HAIG: I do not think we should go back to the basis of forty years ago, when these people could not speak any other language than their own, they did not learn any other language, and they were just a menace to the political life of the districts in which they lived. Now, the sons and daughters, and in some cases grandsons, of these people are graduates of our universities. Some of them are on the Bench, some of them—

Hon. Mr. WOOD: In parliament.

Hon. Mr. HAIG: Some of them are doctors, some of them are business men; and—to speak for Manitoba—I can say that they are a credit to our province. And if anybody can get to the naturalized up until 1959, after being here twenty years, I think they should learn either English or French, because that knowledge makes for better citizenship. Last January I was at the University of Manitoba buildings on Broadway: there were twelve rooms operating, teaching—mostly—young men and women from Europe the English language. I spoke to the instructors, several of whom I happen to know, and learned that it was a volunteer service. The university furnishes the building and pays for the light and keeps the place warm. These immigrants went there, and in three months, the inspectors told me, they know quite a bit of English already. I think they are doing that in nearly every part of Canada.

Colonel FORTIER: That is right, sir.

Hon. Mr. HAIG: One of the broadcasters who spoke over the CBC on this question was a young man who had only been a year in our province. He said it was much better for these people to learn the language of the district they are in,—French, in Quebec and other parts of Eastern Canada, and English in our part of the country. In that way they were not isolated. This lady said "So many of our people are isolated because they cannot speak the language, and I am delighted to see the government making this move."

Hon. Mr. EULER: How can they get that instruction if they are in the outlying parts of a province?

Hon. Mr. HAIG: The schools are conducting night classes for these people. This service is being voluntarily given, and it gives the whole community an interest in these people, mostly displaced persons, who otherwise might have nobody to give them any attention. I used to see, in 1900, the fellows in the sheepskin coats get off the trains, and nobody paid any attention to them. Now these people are more honoured than some of our own local people by the interest young men and women in the teaching profession are giving to them. The leading lady in the Royal Winnipeg Ballet has only been in this country three years, and now, as I say, she is one of the leading ballerinas.

Hon. Mr. ROEBUCK: She has to speak English.

Hon. Mr. HAIG: Yes, she does. She was a dressmaker in Germany, and was taken prisoner, and got away, and worked a year as a maid in a house, and learned English, and then she entered the dressmaking business and has a very fine business in the city of Winnipeg.

The CHAIRMAN: In addition to ballet?

Hon. Mr. ROEBUCK: There is no argument about the desirability of newcomers learning the French or English language. That is taken for granted. Moreover, there is no question about the excellence of the work being done for many of these newcomers. It is positively admirable. The only question is whether the methods that we are now pursuing, of encouraging and assisting people to learn these languages, is the better one, or whether it is wise to throw in some compulsion such as we are doing here. My thought has always been that a language, to progress, must become dominant because of its merit and because of the large number of people who are using it. That has been successful up to date in Canada, and I do not see any good reason for making this change. There are those who will resent it; and there are old people—this will cover everybody who has come here since 1939 up to 1959.

Hon. Mr. WOOD: How about prior to that?

Colonel FORTIER: They will have arrived before the 1st of January, 1939. The date was selected because during the war we had no immigration.

Hon. Mr. ROEBUCK: All who came after 1939 must have the English or French language in an adequate form prior to being naturalized. I do not

think that is wise. It may not do very much harm, but I would rather leave these things to develop of their own merit than push the language down anybody's throat with a bayonet.

The CHAIRMAN: I had a rather interesting case yesterday, of a very brilliant woman who was a senator in Poland. She sent me a cable when I was appointed. She would like to become a citizen of Canada, but is debarred. She knows four or five European languages, and has a school-girl knowledge of French, enough probably to get by, but no English.

Hon. Mr. HAIG: When did she come to Canada?

The CHAIRMAN: Within the last three or four years. She must be about eighty years of age.

Hon. Mr. CRERAR: There is an observation I would like to make. If I understand the amendment right, those at present in Canada, irrespective of age or nationality, can, up until 1959, secure citizenship. A person who comes to Canada after this amendment becomes law—if it does—will be required to have a knowledge of English or French before he can be admitted to citizenship in Canada.

Hon. Mr. ROEBUCK: That is not quite right. Those who come in after 1939 will be so required.

Colonel FORTIER: It is the twenty-year period, sir.

Hon. Mr. CRERAR: What is the position of those who come in, say, next year, after this law?

Hon. Mr. HAIG: They have got to know English or French.

Hon. Mr. ROEBUCK: All who have come since 1939 will be in that position.

Hon. Mr. CRERAR: That clears that point up. Let us take, for illustration, that a family comes to Canada, possibly from Holland or Norway or Germany. The family unit consists of the younger members, the parents, and perhaps the grandparents. Elderly people do not acquire a knowledge of languages easily, and I can see that under this amendment the elderly people, the grandparents or even the parents, might never qualify for Canadian citizenship. Yet they are here and intend to remain permanently here. There is no question about their children. Their children will acquire the language in any case whether they are taught it in school or not, Colonel Fortier. That has been true of our history down through the years. As a matter of fact, my forebearers, when they arrived in Canada, could speak nothing but the Gaelic language. Some of the older people who were, say, fifty or sixty years of age when they arrived in this country never did acquire an understanding of the English or French language. Now, in similar circumstances they are going to be debarred from citizenship. I cannot agree that that is a wise thing.

Hon. Mr. ROEBUCK: No, it is unwise.

Hon. Mr. CRERAR: We have suffered no peril to our national existence in the past because of our immigration laws. Why must this arbitrary necessity be imposed upon elderly people who come here. It must be remembered that these older people will be coming, not only for the next ten years, but for the next fifty or one hundred years. I, for the life of me, cannot see the wisdom or justice of it.

Hon. Mr. BEAUBIEN: Does it not depend entirely upon the interpretation that you put on the words "adequate" knowledge of English or French? There are a lot of people in my district who have not got a vast knowledge of English or French, but when they appear before a judge they are able to understand pretty well what is going on. They have a meagre knowledge, an understanding of words here and there, and in these cases the judges are very considerate. I think it just depends on what you mean by the word "adequate".

Hon. Mr. CRERAR: Madam Chairman, there is a danger here. Supposing you get a judge who puts a very definite emphasis upon "adequate". He may say to the applicant, "What were you working at the day before yesterday?". The applicant cannot reply. Then he may ask, "When did you last visit the city of Calgary?". The applicant again does not know what the judge is talking about. Then the judge may say, "You have not got an adequate knowledge of the English language and therefore you are refused citizenship". Now, we should not pass laws that depend on the interpretation of words in that way.

Hon. Mr. WOOD: On a judge's interpretation?

Hon. Mr. CRERAR: Yes. We have not suffered in the past.

Hon. Mr. BUCHANAN: Has the minister any discretion in a matter of the kind just mentioned by Senator Crerar?

Colonel FORTIER: No. If the judge refuses the applicant, the minister has no discretion there. If a judge recommends and the minister feels the application should not be granted, under Regulation 10, we may ask for a rehearing.

Hon. Mr. HAIG: What is the present law?

Colonel FORTIER: A person must have an adequate knowledge of English or French.

Hon. Mr. HAIG: That has been the law since when?

Colonel FORTIER: 1914.

Hon. Mr. HAIG: That is what I thought.

Colonel FORTIER: When the Citizenship Act was drafted these words were added in section 10: "or if he has not such adequate knowledge but has resided continuously . . ." that practically means he cannot leave Canada—". . . in Canada for more than twenty years".

Hon. Mr. HAIG: That has been added?

Colonel FORTIER: That is the Citizenship Act as approved in 1946.

Hon. Mr. TURGEON: That is in the present Act?

Colonel FORTIER: Yes.

Hon. Mr. MCINTYRE: I understand that the English and French languages are taught in many European schools.

Colonel FORTIER: Yes, in many schools on the continent.

Hon. Mr. MCINTYRE: Recently when returning from New York City I met a young man from Israel. I was surprised to find that he could speak English as well as any Englishman. He also could speak French. I also met a chap from Austria and he, too, could speak perfect English. I asked these young men where they learned to speak the English language and they replied that they had been taught it in their schools in Europe. The same is true of a young man I met from Holland who could speak English fluently. He said he was taught the English language in his school back home in Holland.

Colonel FORTIER: Several languages are taught in most European schools. Under the amendment we chose the date 1959 so as to give us six years in which to find out what progress we will be making with the citizenship classes with respect to acquiring a knowledge of English. We are now corresponding with the provincial governments in order to try to arrange grants for the purpose of extending the citizenship classes so there will be more people learning the English and French languages. We also want the history and the form of government of this country taught, and so on. Right now there are about 45,000 people taking these lessons. Since the end of World War II the persons admitted to this country have numbered approximately 800,000.

About half of these people had a knowledge of one of the official languages when they came to this country. A good proportion of these people have been minor children who will attend Canadian schools and will therefore acquire a knowledge of English or French. Another proportion which had no knowledge of French or English have been attending our citizenship classes, and we have now about 45,000 people attending these classes. It must be remembered that school children coming back into the home bring the new language into the family circle.

Hon. Mr. WOOD: But do the children bring the language home? That is the point.

Colonel FORTIER: That is the point I want to make. We are also working on a system whereby—and I believe there is a lot of merit to it—the neighbours who are Canadians by birth are encouraged to become interested in the newcomers. If we can get our Canadian-born citizens to become interested in the newcomers, then evidently they could serve as teachers. That is another way to approach the problem.

Hon. Mr. WOOD: You speak of Canadian-born neighbours as though they were living twenty-five feet away.

Colonel FORTIER: No, I understand that is not always the case.

Hon. Mr. WOOD: Some of them live miles and miles away.

Colonel FORTIER: That is why we are also asking the co-operation of the churches.

Hon. Mr. EULER: I understand that in the old days the law was such that if a man received naturalization, his wife and children were automatically naturalized with him. However, today when a certificate of naturalization is issued the names of the children and the wife must also be set forth with that of the husband and father.

Colonel FORTIER: They may be named. It is not a must.

Hon. Mr. EULER: If they are not named they are not naturalized.

Colonel FORTIER: That is right under Naturalization Laws.

Hon. Mr. EULER: I am interested in what Senator Crerar said. I am thinking more of these older people. It is very difficult for them to learn a new language. Let us say that before this date of 1959 a man comes in from a foreign country such as Poland and Germany and settles in an outlying district where there is no great opportunity for him to learn to speak the English or French languages. The man himself, of course, goes out in public and comes in contact with other people who speak English and he is able to learn a sort of English that will get him by. On the other hand, his wife doesn't get the same opportunity. She would be precluded, then, under our present law from becoming naturalized with her husband, would she not?

Colonel FORTIER: She would not as the Act stands.

Hon. Mr. ROEBUCK: No, but as it is amended she would be precluded.

Hon. Mr. HAIG: Tell us what the present law is. If I wanted to become naturalized what would I have to do?

Colonel FORTIER: You mean as far as language is concerned?

Hon. Mr. HAIG: Yes.

Colonel FORTIER: As far as language is concerned, a person applies for naturalization after spending five years in Canada. You would go before a judge and prove you have residence of five years, and that you have an adequate knowledge of English or French.

Hon. Mr. HAIG: That is the present law?

Colonel FORTIER: That is the present law.

Hon. Mr. HAIG: And you are not changing that?

Colonel FORTIER: We are not changing that part. The point is that as regards people who have been residing in Canada for twenty years or more, we now dispense with the requirement of an adequate knowledge of either English or French.

Hon. Mr. Wood: Starting when?

Colonel FORTIER: This is what we propose changing.

Hon. Mr. Wood: But when does the twenty-year period start?

Colonel FORTIER: A twenty-year period was inserted in the act in 1946.

Hon. Mr. Wood: Then they still have to wait twenty years?

Hon. Mr. BEAUBIEN: Since 1939.

Hon. Mr. Wood: After 1939, they have to wait six years more.

Colonel FORTIER: The amendment as suggested reads as follows:

"he has an adequate knowledge of either the English or French language—

That stays as it is in the present act.

"—or, in the case of a person who has not such an adequate knowledge and who makes his application before the first day of January, 1959, has resided in Canada for more than twenty years."

Hon. Mr. HAIG: That is the addition.

Col. FORTIER: That is the addition.

Hon. Mr. Wood: That is most helpful.

Hon. Mr. EULER: But the older people who came here prior to 1939, they must have an adequate knowledge of the language?

Col. FORTIER: That is correct.

Hon. Mr. EULER: I am thinking more of the older women, the wives of men, who do not have the same opportunity as the men do to learn the language.

Hon. Mr. ROEBUCK: I do not think this point has been correctly stated.

Col. FORTIER: May I say first that up to 1959 there will be no change in the law as affecting those who were landed in Canada before January 1, 1939. The only change would affect those who have been landed in Canada after January 1, 1939, and who would have to have an adequate knowledge of the language.

Hon. Mr. EULER: Those are the ones I am speaking about.

The CHAIRMAN: They would now be here fourteen years.

Hon. Mr. CRERAR: Col. Fortier, what is the purpose of this change? What do you hope to achieve by changing the law in this respect?

Col. FORTIER: We believe that there are in Canada today more facilities for the learning of the language than in earlier years. We want to have better citizens and we want to have a better reception for newcomers. People today have the opportunity of learning the language by radio: they do not even have to go to school to learn it. Church groups are becoming more and more organized to teach the language. The situation today cannot be compared with that of 1910.

Hon. Mr. CRERAR: I am bound to say that I do not see that there is any great necessity for the change. The United States is a good illustration. We teach English and French in our schools; those are the two official languages; this is a problem which with time works itself out.

Hon. Mr. DAVIS: The United States have regular classes for new citizens.

Hon. Mr. CRERAR: Just a moment, please. I think it is a hardship on elderly people, who may come to Canada down through the indefinite years of the future, to be required to learn a new language.

Col. FORTIER: What do you call the older people, about fifty years of age?

Hon. Mr. DAVIS: I should like to make a statement in reply to Senator Crerar's observations. The Immigration Department of the United States has classes on the constitution, English and other subjects, and new citizens must attend the classes and pass examinations; it is five years before they are eligible to become American citizens. The requirements over there are much more severe than they are in Canada.

Hon. Mr. HAIG: There is no comparison between us.

Col. FORTIER: True, the United States is much more strict than we are. I have in my hand their act which requires: an understanding of the English language, and an ability to read, write and speak words in ordinary usage in the English language. That is more than we ask.

Hon. Mr. DAVIS: And also, they have to learn about the constitution, the Declaration of Independence and all those other wonderful things.

Hon. Mr. HORNER: But I doubt very much if the history they teach is always correct.

Hon. Mr. REID: Is there any obligation on the people who come to this country to learn the language of the country?

Hon. Mr. HAIG: Certainly there is.

Hon. Mr. REID: I think we have been a little too lax in handing out citizenship. There is nothing that debases a nation more quickly than citizens who cannot speak the official language. The more people we get to speak our language—whether English or French—the better citizens we will have.

Hon. Mr. WOOD: What about "Scotch"?

Hon. Mr. REID: You are talking about something entirely different—the word is "Scots".

Hon. Mr. HORNER: Following up what Senator Crerar had to say. My experience in Saskatchewan shows that necessity has been the mother of invention. The very fact that many of the newcomers to Canada, live among their own people, have their own lawyer and municipal secretary, has made it unnecessary for them to speak the language in order to get along. Some judges, I have observed, are rather lenient in questioning applicants for citizenship. I am given to understand that no surprise questions are asked; indeed, the applicants are prompted as to what the judge will ask them, and they are prepared for them.

The CHAIRMAN: "Share the wealth."

Hon. Mr. HORNER: Provided there is no other mark against them, judges seemingly never refuse citizenship on the grounds of inadequate knowledge of the language. They may scold persons for having been here a long time without speaking the language well, but they never refuse an application on that ground.

Hon. Mr. EULER: Some judges are not like that.

Hon. Mr. HAIG: Madame Chairman, under the law as it now stands, a person has to be in Canada five years to get citizenship; he has to make application, and he has to have an adequate knowledge of English and French when he goes before the court.

Hon. Mr. ROEBUCK: Pardon me, he has to be here twenty years.

Hon. Mr. HAIG: That is the new law.

Hon. Mr. ROEBUCK: No, that is the old law.

Hon. Mr. HAIG: That is prior to 1914. Well, I practised law prior to that date. I know of cases in the city of Winnipeg where Chinese applicants have applied for citizenship, and I have never seen them refused on the question of the language. Indeed, the judge goes out of his way to let them in. But those people are proud of the fact that they can speak some English. They are better able to take an interest in the city and life in general. The reason that so much is being done along this line is because of the change of the act in 1946: the Chinese want to get citizenship in order that they can bring their families out from China. Prior to that date there was only about one in a hundred among the Chinese who could speak English; now, I dare say that half of them have learned the language. They are becoming better citizens, and they are proud of their ability to speak the language. When they attend at your office they do not have to bring an interpreter with them.

I do not see that this provision makes much change. If the clause were struck out, the law would simply be that everyone who applies for naturalization would have to know either English or French.

Col. FORTIER: That is correct.

Hon. Mr. WOOD: But let us not strike it out.

Hon. Mr. HAIG: That is what I say: let us strike it out.

Hon. Mr. ROEBUCK: The Chinaman who brings the laundry to my house speaks English fairly well. He recently brought his wife to this country, and I asked him how she was getting along with the language. Pointing to his head, he said "She is not good up here." There are lots of people who just cannot learn a new language.

Hon. Mr. HAIG: That is not restricted to the Chinese.

Hon. Mr. ROEBUCK: No.

The CHAIRMAN: The Chinese have a great facility for learning languages.

Hon. Mr. ROEBUCK: What is the next point?

Col. FORTIER: The next point is the automatic loss of citizenship. Under the present act you had the automatic loss if you are absent from Canada for six years. We suggest extending that period to ten years, so that we would have a progressive scale. If a person returns to his country of origin under nineteen, that would be two years; if a person is absent for six years, we could revoke his citizenship; and then there would be the automatic loss, because we do not keep trace on exits from Canada.

Hon. Mr. WOOD: Would that apply to British subjects?

Colonel FORTIER: Yes. It is Canadian citizenship that is lost, not the British status.

Hon. Mr. EULER: If a Canadian goes to the United States and doesn't come back for twenty years would be lose his Canadian citizenship?

Colonel FORTIER: Yes. But a natural-born Canadian never loses his citizenship.

Hon. Mr. EULER: If a person is born of Canadian citizens living in the United States, is that child an American citizen or a Canadian citizen, or can he or she make a declaration?

Colonel FORTIER: At the time of his birth, assuming he was born before 1945, a child born of Canadian parents in the United States in 1945 was a minor in 1947; therefore he is a Canadian citizen, and he is also an American citizen.

Hon. Mr. EULER: But does that person at the age of twenty-one have to make a choice?

Colonel FORTIER: He has to make a choice at the age of twenty-one.

Hon. Mr. EULER: If he does not, what then?

Colonel FORTIER: He loses his Canadian citizenship.

Hon. Mr. EULER: But he is an American citizen still?

Colonel FORTIER: Yes.

Hon. Mr. REID: What about children of Canadian citizens born after 1947 in the United States?

Colonel FORTIER: They would have to register the birth of the child for him to retain his Canadian citizenship, and he would have, at twenty-one, to decide what citizenship he wants to retain.

Hon. Mr. ROSS: That is the present law.

Colonel FORTIER: That is the present law. There is no change there, except we are extending the period during which he may make a declaration of retention from one year to three years.

Hon. Mr. REID: I notice in that act it says that after the ten years he can get a further extension by satisfying some officer that his residence outside the country was of a temporary nature. How long does "temporary" last?

Colonel FORTIER: Before ten years he may protect his citizenship if he reports to Canadian officials and explains why he has to remain, and shows the intention of returning to Canada: he may have an extension. So he may be absent for fifteen years, but he still would retain his citizenship. But he must appear before a Canadian official.

Hon. Mr. BEAUBIEN: He has got to make some efforts on his own part?

Colonel FORTIER: To show his interest in Canada.

Hon. Mr. ROEBUCK: Then there is a period of a year's grace there.

Hon. Mr. WOOD: I can see the merit of that. I know of some cases where citizens have never returned—just to get the old age pension and other social security benefits they have over there. I can imagine perhaps some Canadians living in South America for twenty years and saying, "Well, we have not an old age pension. I am going back to Canada."

Colonel FORTIER: They would have to protect that by registration.

Hon. Mr. MCINTYRE: A woman or girl in the United States who marries a Canadian, does she become a British subject when she marries that Canadian?

Colonel FORTIER: Not by marriage. She has to stay in Canada for one year with her Canadian husband, and then she may apply for citizenship.

Hon. Mr. MCINTYRE: Even if they were living fifty years in Canada?

Colonel FORTIER: Even if they were living fifty years in Canada, they would still have to apply. If she was married before 1947 they would be covered by section 9.

Hon. Mr. HAIG: If a Canadian man married a woman from the United States prior to 1947 she becomes a British subject by marriage?

Colonel FORTIER: Yes.

Hon. Mr. HAIG: I married a Scots woman, and I want to be sure that she is a Canadian!

Hon. Mr. MCINTYRE: That is the reason I asked that question.

Hon. Mr. EULER: That is not clear to me. I have a case right now which has caused some difficulty. This woman was born in the United States of Canadian parents. Ordinarily she can elect whether she wants to be an American or a Canadian. But she married a Canadian. Did she then become Canadian citizen?

Colonel FORTIER: When did she marry the Canadian?

Hon. Mr. EULER: It is quite a long time ago.

Colonel FORTIER: Before 1947?

Hon. Mr. EULER: Yes.

Colonel FORTIER: Then she became a British subject by marriage.

Hon. Mr. EULER: And lost her American citizenship?

Colonel FORTIER: I would not care to argue the American law.

Hon. Mr. EULER: Could she not at that time make a declaration that she desired to retain United States citizenship, and therefore not become a Canadian by marriage?

Colonel FORTIER: She could.

Hon. Mr. ROEBUCK: She could sing that song "In spite of all temptations to belong to other nations" she still "remains"—whatever she wanted to remain. She could. That is, for a long, long time. That is for twenty years or more.

Hon. Mr. EULER: If she does not make that declaration, when she is twenty-one years of age, she remains a Canadian citizen because she married a Canadian?

Colonel FORTIER: I would require more facts, senator.

Hon. Mr. EULER: I have a case like that now.

Colonel FORTIER: I would like to study all the facts: where they were residing on the 1st of January 1947, what was their status at the time. I mean, I would have to go to the different sections of the law.

Hon. Mr. EULER: She married a Canadian; then she went back to the United States and lived there for a while. Now she wants to come back to Canada and bring in her effects, which ordinarily she would bring in under settlers' effects.

Colonel FORTIER: I would have to look at the domicile on the 1st of January 1947. I cannot give a ruling now.

The CHAIRMAN: There was a curious case about Sir Douglas Alexander, who lived in the United States fifty years and still retained his British citizenship, and was knighted; and his two sons are British citizens. I don't know how they achieved that.

Colonel FORTIER: That is under the British Nationality Act.

Hon. Mr. ROEBUCK: Was he not in the public service?

The CHAIRMAN: No, he was head of the Singer Sewing Machine Company. It was a most extraordinary thing.

Hon. Mr. ROEBUCK: Under our law he can do that if he is the representative of a Canadian corporation in the United States.

The CHAIRMAN: This was an American corporation... I take it that the preamble of the bill is carried. There is nothing controversial in the first section.

Hon. Mr. ROEBUCK: No: granted "or issued".

The CHAIRMAN: Now, section 2.

Mr. John S. MACNEILL (Parliamentary Counsel): There will be an amendment there. Page 2, on clause 4 (b) (iii) it says:

was, at the time of that person's birth, a person who had been granted, or his name included in, a certificate of naturalization.

The word "his" in line 19 should be struck out, and the word "whose" substituted, and after the word "name" insert the word "was". Then it would read "or whose name was included in a certificate of naturalization." It does not make sense the way it is.

The CHAIRMAN: A person includes women?

Mr. MACNEILL: Oh, yes. There is no question about that.

Some Hon. SENATORS: Passed.

The CHAIRMAN: Then we come to subclause (2) of the bill.

Hon. Mr. REID: Is there a time limit here? Paragraph (b) of subclause (2) reads: "Has, before such date and after attaining the age of twenty-one years, filed, in accordance with the regulations, a declaration of retention of Canadian citizenship." How long does a person have to be twenty-one years of age?

Colonel FORTIER: There are two dates mentioned there. It is after he attains the age of twenty-four years or January 1, 1954, whichever is the later date. The reason for that is that under the new Act which came into force in 1947, many of our minors failed to retain their citizenship. It must be remembered that the citizenship laws are better known now. In most cases that come to our attention the people are generally twenty-two or twenty-three years of age when they inquire as to what their Canadian citizenship status is. By this amendment we will be covering those who may have reached their twenty-fourth birthday. They will still be able to apply before January 1, 1954, for the retention of their citizenship. Those are the two dates involved.

Some Hon. MEMBERS: Passed.

The CHAIRMAN: We come next to clause 3 of the bill.

Hon. Mr. REID: Is clause 3 not similar to clause 4 on page 2—"... born outside Canada"

Colonel FORTIER: Right, sir. That is the same thing except that we do not have January 1, 1954. All those people would have been born after January 1, 1947. Therefore, they could not have obtained the age of twenty-four years.

Some Hon. SENATORS: Passed.

The CHAIRMAN: Next is clause 4.

Hon. Mr. REID: Could a person be reinstated under this clause irrespective of how long he had ceased to be a Canadian citizen?

Colonel FORTIER: Yes, and you will find the same thing under section 18. We have foreseen cases where people could have been detained behind the Iron Curtain and we would not have known anything about it. Suddenly he comes out from behind the Iron Curtain at the age of, say, twenty-six. He would have lost his Canadian citizenship in the meanwhile because he would not have made his declaration of retention. Of course, he would not have been free to do so. That is one of the cases we have in mind in dealing with it in that way.

Hon. Mr. ROEBUCK: Am I right that if a person who has been behind the Iron Curtain has had his citizenship revoked by order in council because of an absence of more than six or ten years, he cannot be reinstated?

Colonel FORTIER: There is no authority for the Governor in Council to pass such an order.

Hon. Mr. ROEBUCK: Oh yes, there is, in section 19.

Colonel FORTIER: Oh, I see, you mean when we revoke citizenship.

Hon. Mr. ROEBUCK: Yes.

Colonel FORTIER: We would revoke citizenship only after we had advised the person and made sure he had notice of revocation. We would also bring the case before the Revocation Commission which would study the facts.

Hon. Mr. ROEBUCK: The actual fact is that if he was behind the Iron Curtain and you thought you had given him sufficient notice, you would revoke his Canadian citizenship by order in council and not just *ipso facto* as in section 18.

Hon. Mr. EULER: How would you reach those people behind the Iron Curtain?

Colonel FORTIER: There are the different missions. They could be contacted, for example, through the British mission. We just revoke where cases have been brought to our attention.

Hon. Mr. Wood: What could a person do about the revocation of his citizenship if he were behind the Iron Curtain?

Colonel FORTIER: He could contact the British Consul.

Hon. Mr. Wood: I would imagine that many of them would be afraid to do so.

Colonel FORTIER: Those cases we revoke are those which come to our attention.

Hon. Mr. HORNER: You have been speaking about persons who are wilfully behind the Iron Curtain? You are referring to people who are there because they want to be.

Colonel FORTIER: Yes, those are the ones where we are revoking citizenship.

Hon. Mr. ROEBUCK: Say a person behind the Iron Curtain has had his citizenship revoked but later on he gets out from behind the Iron Curtain and returns to Canada and wants to be reinstated. He cannot be reinstated, as I understand it, if his citizenship has been revoked by order in Council. On the other hand, his citizenship could be reinstated if it had been revoked automatically.

Colonel FORTIER: We can do it under section 6 or 18 in cases where individual fails to make a declaration of retention under section 6 or fails to contact our diplomatic mission—whether British or Canadian—and state the reason why he is remaining absent from Canada. There are two different cases. We would revoke only in cases of absence or in cases of disloyalty to Her Majesty, and so on. But in the case of revocation we serve notice on the individual, so that he cannot claim ignorance of the law. In the cases which come under section 6, which we are now dealing with, it is just a statement that the person wants to retain his citizenship. There are different reasons why people are unable to file an application to retain their citizenship. For instance, there is a case where a man had been living in Halifax for six years not knowing who he was. Finally his wife, seeing his picture in a newspaper, had him brought back to Montreal.

Hon. Mr. ROEBUCK: Why do we not amend both sections when amending one? If by chance you have not taken action by order in council, then you can consider all the circumstances and perhaps allow him to resume citizenship. If you have passed an order in council, perhaps mistakenly or through not knowing all the facts, then you are powerless to do anything about it. Am I right?

Colonel FORTIER: Yes. We are not initiating anything new under section 6. This has been in the Act since 1946. Now, it must be borne in mind that we just do not pass an order in council because a person has been absent. We have to have the facts and the reasons for his absence.

Hon. Mr. Wood: Where he is living, and so on?

Colonel FORTIER: Yes.

Hon. Mr. Wood: Supposing you do not know where he is?

Colonel FORTIER: Then we would not revoke his citizenship because we could not serve notice on him.

Hon. Mr. ROEBUCK: Well, you might think you have been able to serve notice on him. Supposing you think you have notified him and actually you have not and you pass an order in council. There is no method of correction.

Hon. Mr. WOOD: Take China. We must have a large number of missionaries in that country, nuns and priests, and I doubt very much if anyone in Canada knows the whereabouts of many of them.

Colonel FORTIER: We do not revoke in those cases.

Hon. Mr. HORNER: Is it not so that many of the people you might be trying to notify would be afraid to get in touch with the British mission or any other group for fear of their lives?

Colonel FORTIER: That is the point I am trying to make. The cases where we revoke have come to our attention. We do not make a pure guess that John Doe, whom we have not seen in Canada since 1946, is living somewhere in Moscow. We do not make a pure guess of that kind. It is because we have received a report that John Doe is living in Moscow and because we have been able to contact him and serve him with a notice of revocation. We do not revoke until we have served the person with a notice of revocation.

Hon. Mr. HAIG: Likely such a person has taken an active part for the Communists or he would not revoke.

Hon. Mr. ROEBUCK: No, no.

Hon. Mr. HAIG: That is why he comes to your attention.

Col. FORTIER: That may be one reason why he comes to our attention.

Hon. Mr. ROEBUCK: He may have some enemies.

Hon. Mr. EULER: There are many cases like that. How often does the commission sit?

Col. FORTIER: It sits two or three times a year. I would say we have hundreds of cases like that.

Hon. Mr. ROEBUCK: I have had several cases myself, and people in that position are powerless to do anything: they have to come back here and serve five years before they can establish their domicile.

Hon. Mr. HAIG: But what is such a person doing over there?

Hon. Mr. ROEBUCK: I don't know; many of them have good reasons for going.

Hon. Mr. HAIG: But we don't want them back.

Hon. Mr. ROEBUCK: It does not necessarily mean that they are behind the Iron Curtain; they are merely outside of Canada. There are two conditions: If a person stays outside the borders of Canada for a period of six years, and does not take the necessary steps to retain his citizenship, he automatically loses his citizenship. Secondly, if for the same reason an order in council is passed stating that his citizenship is revoked, there is no means of resumption. If it is put in the form of an order in council, his citizenship is at an end, and it would take an act of parliament to bring it back.

Hon. Mr. REID: There are many people who leave this country who are quite aware of what they should do to retain their citizenship. I call to mind a case of a man who rented his house and went to visit his sick father and mother in the Old Country. By the time he had attended to them some eight years had passed, and he had failed to register the fact while he was in the Old Country that he was domiciled in Canada. How do the authorities view a case such as that?

Colonel FORTIER: That case would come under section 18, the automatic loss. We are now asking for power to correct that situation, to allow the minister to permit resumption of citizenship. But the situation pointed out by Senator Roebuck is a different matter: That of a person who has been absent for six years and on whom we served a notice saying that we intend to revoke. If the Commission on Revocation has dealt with such a case, and we have an

order in council passed saying that such a person is no longer a Canadian citizen, that is final.

Hon. Mr. BEAUBIEN: But the Commission must be satisfied that the man received such a notice.

Col. FORTIER: That is true. The Commission is presided over by Mr. Justice Dennis, and three or four members sit on it.

Hon. Mr. ROEBUCK: The point is that you can revoke on the mere fact that a person was away from Canada?

Col. FORTIER: Mr. Duggan points out to me that in many cases which we apply for revocation, the Commission does not agree with us, and refuses to revoke.

Hon. Mr. ROEBUCK: But it can be done on the ground that he has not been in Canada. For instance, two men may live side by side, both Canadians, in exactly the same circumstances; one may lose his citizenship automatically, and the other, to whom you send a notice, may lose his by order in council. The first may be allowed to resume his citizenship, while the other one will not be allowed to resume his.

Col. FORTIER: That is true.

Hon. Mr. ROEBUCK: Why do you not change that situation?

Col. FORTIER: The procedure is different in both cases. The man whose citizenship was revoked by order in council received a notice of our intention to place this case before the commission; we are satisfied that this man has not maintained substantial connection with Canada, and if the commission recommends it, and the minister concurs, an order in council is passed. His case receives complete study before revocation takes place.

Hon. Mr. ROEBUCK: But you find out the same facts with respect to (a) as you do with regard to (b)?

Col. FORTIER: That is true.

Hon. Mr. ROEBUCK: But they are both outside Canada, we will say, temporarily; you revoke the one, but you do not revoke the other; one can be resumed, but the other cannot. I do not see why you do not ask for power to take care of both cases.

Col. FORTIER: But they are two different things.

Hon. Mr. HAIG: I think the procedure is quite proper. In one case he does not notify a person who has been away for six years; he can come back again. In the other case there is certain evidence on the basis of which that person is no longer welcome as a Canadian citizen. In that case they give him notice, the matter is placed before the commission, and he may be struck off the list.

Hon. Mr. WOOD: He has pretty good protection.

Hon. Mr. HAIG: Yes, quite good protection.

Hon. Mr. REID: May I ask the Deputy Minister, or Mr. Duggan, whether the United States Immigration authorities recognizes Canadian citizenship papers in the hands of a person born in Great Britain?

Col. FORTIER: They are regarded as Canadian citizens.

Hon. Mr. REID: In my case the United States immigration department learned I was born in Great Britain, and they would not recognize my Canadian citizenship.

Col. FORTIER: It is not every Canadian citizen who carries a certificate of citizenship in his pocket.

Hon. Mr. REID: Well I have one.

Col. FORTIER: I do not have one.

Hon. Mr. REID: Under section 9 of the act a British subject has Canadian domicile and since January, 1947, is regarded as a Canadian citizen.

Col. FORTIER: Whether he is a Canadian citizen or not, it is a question for the United States immigration authorities to establish. If he was born in the United Kingdom, but carries with him his Canadian certificate of citizenship, it will not be questioned by the United States authorities.

Hon. Mr. REID: I got my citizenship papers for the express purpose of crossing the American border; and when I told the authorities I was born in Scotland, they said my citizenship in Canada was not recognized.

Col. FORTIER: That is because of their quota system over there.

Hon. Mr. REID: I wondered if the United States was recognizing citizenship papers issued to persons born in countries other than Canada.

Col. FORTIER: We issue citizenship certificates to people born in other countries, who comply with our regulations.

Hon. Mr. REID: But do the United States authorities recognize those papers?

The CHAIRMAN: For permanent immigration to the United States, you would come under the British quota.

Hon. Mr. BEAUBIEN: Col. Fortier, I do not have a Canadian citizenship certificate. Would I have to go before a judge to get one?

Col. FORTIER: No, you would not. We do not grant you one; we issue certificate of citizenship because you are entitled to it.

Hon. Mr. BEAUBIEN: I would like to get one.

Col. FORTIER: I will see that Mr. Duggan gets you the form.

Hon. Mr. HAIG: And pays his \$5.

Col. FORTIER: It will only be \$1.

The CHAIRMAN: Does clause 6 carry?

Clause 6: passed.

Hon. Mr. ROEBUCK: I think all the members of this committee should be sent the form required for a certificate of citizenship.

Hon. Mr. BEAUBIEN: Senator Reid has already got one.

Hon. Mr. REID: I am not yet clear on the question I asked, and it is of some importance to me. When I tell the immigration authorities that I was born in Scotland, they say that I am to come under the British quota; but I point out that I have Canadian citizenship papers. The fact is that the United States authorities do not recognize the papers of anyone other than those born in Canada.

The CHAIRMAN: We cannot help that situation.

Hon. Mr. EULER: But you were not going to live in the United States?

Hon. Mr. REID: No, I was not going there to live.

Hon. Mr. HAIG: Your tongue gave you away.

Hon. Mr. BEAUBIEN: You had better learn some French.

Hon. Mr. ROEBUCK: As a matter of fact, Canadian citizenship does not take you out of the British quota, while going to the United States, does it?

Colonel FORTIER: I will not make any firm statement, because it is only a general knowledge I have of U.S. immigration law. But I understand that if you are Canadian-born you are not on a quota.

Hon. Mr. HAIG: Correct.

Hon. Mr. REID: But if you are not Canadian-born you are on a quota from the country you are coming from. That is the point. They are not recognizing the paper.

Colonel FORTIER: The paper itself is not necessarily the thing for immigration.

The CHAIRMAN: We had better get along to clause 9. Are you ready to pass 9?

Some Hon. SENATORS: Agreed.

The CHAIRMAN: We go on to clause 6.

Hon. Mr. ROEBUCK: I move, referring to page 5, line 25, "in the case of a person who has not such an adequate knowledge", the striking out of the words following, "and who makes his application before the first day of January, 1959", so that it will read: "In the case of a person who has not such an adequate knowledge, has resided in Canada for more than twenty years." It will always be twenty years, whether he came before January 1939 or after January 1939. Twenty years is a long enough period, in my judgment, to qualify him for citizenship, and there are so many cases where people cannot learn the English or French language,—who have neither the facilities nor the personal ability to do it.

Hon. Mr. WOOD: Or sometimes, through illness.

Hon. Mr. ROEBUCK: Exactly.

Hon. Mr. ASELTINE: Does that put it back where it is at the present time?

Hon. Mr. ROEBUCK: Yes, back where it is at the present time.

Hon. Mr. REID: What does Colonel Fortier think of that, may I ask—that a person who has been twenty years here, and began his citizenship without an adequate knowledge of French or English, will still be entitled to citizenship.

Hon. Mr. ROEBUCK: That is the law now.

Colonel FORTIER: If you intend to put the present law back, why not start with subclause (2), line 22, paragraph (e), and subsection (1) of section 10?

Mr. MACNEILL: There are some words there—"in the case of a person"—that is a change.

Colonel FORTIER: But the whole wording is exactly what the senator wants to retain. "He has an adequate knowledge of either the English or the French language, or if he has not such an adequate knowledge, has resided continuously in Canada for more than twenty years." So if you delete this proposed amendment you are coming back to the law as it stands today.

Hon. Mr. ROEBUCK: It would then read "or who has not such an adequate knowledge, has resided in Canada for more than twenty years."

Colonel FORTIER: You are just striking the amendment all out.

Hon. Mr. ROEBUCK: Yes.

Hon. Mr. TURGEON: That would leave no change in the present act at all. The present act permits citizenship in five years provided they have knowledge of English or French.

Colonel FORTIER: Yes, if they have.

Hon. Mr. TURGEON: If I were coming in now from Belgium and lived here for five years after my arrival could I become a full-fledged citizen providing I knew either English or French?

Colonel FORTIER: Oh, yes.

Hon. Mr. TURGEON: I would not have to wait twenty years?

Colonel FORTIER: No.

Hon. Mr. ROEBUCK: But if you were here twenty years you could be naturalized without English or French. That is the present law. If you carry my amendment, that is the way it will stand.

Hon. Mr. BEAUBIEN: Do you agree to that amendment?

Colonel FORTIER: I cannot say I agree but I must submit myself to decision of the committee.

Hon. Mr. BEAUBIEN: I intend to vote against the amendment.

Hon. Mr. TURGEON: I have been a very strong adherent of practically open-door immigration all my life, and I have found that one of the strongest objections, apart from that pertaining to employment, against immigration is that people are liable to come and settle in racial groups. I had that raised against me in British Columbia in 1938. At that time Sir Henry Page-Croft, from England, and General Hornby, of Alberta, although English by birth, were interested in a project to assist in bringing out a group of people from the United Kingdom, particularly to northern British Columbia; and one of the strongest arguments against it was that that would mean a racial group settling there; they would all know English or some of the United Kingdom languages; and that was one of the strongest arguments against us at that time when we were trying to bring in these people, that you were destroying Canadian nationalism by bringing in groups from one particular country who were going to live together in an area in Canada. As I say, that was one of the arguments raised against it, and the scheme fell flat, though not necessarily for that reason, but because war came in 1939. This proposal to provide citizenship at a certain period if they knew English or French might destroy that argument.

Hon. Mr. HAIG: But, Madam Chairman, all we are doing here is simply giving citizenship after the twenty-year period, in future. That is a long time to be in a country.

The CHAIRMAN: Senator Roebuck has moved that as an amendment, Senator Haig.

Hon. Mr. HAIG: Yes.

Hon. Mr. REID: Am I to understand that a person who is here twenty years, if Senator Roebuck's amendment is carried, would become a Canadian citizen irrespective of whether he could speak English or French?

Hon. Mr. HAIG: Yes.

Hon. Mr. REID: I think I would vote against that. I have seen too much of these little racial groups.

Colonel FORTIER: The reason why we wanted to require an adequate knowledge of French or English by the year 1959 is because, in the first place, we have better facilities to learn it, and we believe that we will thereby develop a better citizenship. I believe people get interested much more nowadays in newcomers; and as a result you have a better community, because these people, when they have citizenship, have the right to vote. If they do not understand English or French, how can they get posted on the situation of Canada as such?

Hon. Mr. ROEBUCK: The amendment is to strike out paragraph 2. At the present moment to be naturalized in Canada one must have a residence of five years and an adequate knowledge of English or French; with the qualification that if he has resided in Canada for twenty years he may become naturalized without an adequate knowledge of French or English. That is the present law. If my amendment to the bill is carried that will be the law in the future.

Hon. Mr. HAIG: Question.

The CHAIRMAN: Are you ready for the question?

Hon. Mr. HAIG: I move that the amendment be adopted.

Hon. Mr. EULER: I second the motion.

Hon. Mr. HORNER: It is easier for people to acquire a working knowledge of English today than it was twenty years ago. I certainly think you are going

pretty far to grant naturalization to a person who has been here twenty years who has not acquired a working knowledge of English or French.

The CHAIRMAN: Are you ready for the question?

Hon. Mr. HORNER: People nowadays have a chance to be educated through television and radio, and most of these people have automobiles in which they move around the country. They associate with various groups and the whole situation is very different from what it was fifty years ago.

The CHAIRMAN: All those in favour of the amendment please raise their hands. Those opposed?—I declare the amendment defeated by a vote of six to five.

Clause 6. Passed.

The CHAIRMAN: We proceed next to clause 7.

Mr. MACNEILL: There are two corrections to be made here. The same amendment is to be made on page 10 that was made on page 2. This is an amendment of the Revised Statutes of Canada.

Hon. Mr. ROEBUCK: What is the amendment?

Mr. MACNEILL: In line 19, after the word "or" delete the word "his" and substitute the word "whose". After the word "name" insert the word "was". Then, on page 16 at line 13, it should be "purposes" instead of "purpose".

Clause 7. Passed.

The CHAIRMAN: Then we come to clause 8.

Hon. Mr. HAIG: Well, I think we can pass the bill now.

Hon. Mr. ASELTINE: Madam Chairman, before we adjourn I should like to ask a question. On Page 23 of the Canadian Citizenship Act I find a provision for a notice of intention to become a Canadian citizen. Is that necessary before any application for naturalization is made at all?

Colonel FORTIER: Not for everyone. In section 10 (1) (a) on page 5 of the Canadian Citizenship Act you will find that the declaration of intention is necessary for everybody except British subjects. The wife of a Canadian citizen is also exempted from that. Beyond that, all aliens must file a declaration.

Hon. Mr. ASELTINE: For instance, a person coming to Canada from Norway must make a declaration of intention.

Hon. Mr. ROEBUCK: And a British person as well.

Colonel FORTIER: No, not a British subject.

Hon. Mr. ASELTINE: Everyone but a British subject is required to make a declaration of intention before he can become naturalized. Is that the case?

Colonel FORTIER: That is right.

The CHAIRMAN: Is it necessary for a period of four years to elapse?

Colonel FORTIER: No, the person may make his declaration of intention the first day he arrives, and that is one of the reasons we are suggesting an amendment to section 10 to extend the period from five to six years. We do not want to penalize a person who, upon his arrival, is anxious to acquire Canadian citizenship. I believe an example will show the difficulty. Let us assume that a person has landed on January 1, 1953, and makes his declaration of intention on January 2, 1953. He would then have to make his application for citizenship on January 2, 1958.

Hon. Mr. ASELTINE: It would have to be disposed of by then?

Colonel FORTIER: Yes, otherwise he would have to start over again. Let us say that on the same boat and at the same landing another immigrant does not make the declaration of intention on January 2, 1953, but on June 1, 1953. That person would have until the first day of June, 1958.

Hon. Mr. ASELTINE: Is it not a fact that people very seldom make a declaration on the day after they have arrived in the country?

Colonel FORTIER: That is right.

The CHAIRMAN: Was it not a fact that at one time it was necessary for the person to have been a resident in Canada for one year before making a declaration of intention?

Colonel FORTIER: No.

The CHAIRMAN: Is there any further discussion? Then, we can report the bill as amended. Now, honourable senators, there is a delegation wanting to be heard. I would call upon Mr. Kelly.

Mr. CHRIS KELLY (National Council of Chinese Community Centres): Madame Chairman and honourable senators, I wish to thank you for your courtesy in hearing me at your meeting on February 10th. I appreciated several Honourable Senators asking for copies of my short statement about "Discrimination against Canadian citizens of Chinese origin", and that afternoon copies were sent to all Honourable Senators who were present at the meeting in the morning.

In respect of the problem which you allowed me to place before you, the new regulations for administering the new Immigration Act, having regard for the status of Canadian citizens should remove these discriminations. In the meantime, there are many good citizens of Chinese origin who are the victims of regulations made to administer that inhuman and unchristian legislation of a past age, known as the Chinese Immigration Act, which was abolished in 1947—but, the regulations remained, and with some slight modifications within the last two years, still stand.

The methods used by officers of the Immigration Department to establish identity of the dependent (applied for by the father, who is a Canadian citizen), too often take on the appearance of the "Third degree". It amounts to a mental examination, where nervousness can bring on confusion, and interpretation of dialect is translated into English words of different meaning. The examiner pounces on these discrepancies and the father in Canada has great difficulty in having the examiner's rejection reversed. The radiological examination of bones and joints development to determine the approximate age is not as accurate as the officials believed two years ago. Through my efforts the yardstick of measurement has been raised to three years either way from the age indicated, and the radiologist is much more generous in his statements than he was at this time last year. There are many citizens still suffering from anxiety because of the X-ray decisions and the unwillingness of the officials in Ottawa to review reports using the new yardstick. I have submitted twelve such cases.

The other objectionable method used in administering the regulations established in 1932, is the absolute disregard of the affidavits of the parent and relatives or friends who have actual knowledge. I have investigated many cases and caused affidavits to be submitted. In each of these cases, there is no doubt that the father and others with actual knowledge are telling the truth, but the Department places the affidavits on file, and says—"just another, or a reiteration of others". I have several current cases of this nature, and to avoid generalities, am prepared to quote from them, if you so desire.

I submit, Honourable Senators, that restrictive regulations effective in 1932 to administer the Chinese Immigration Act, even though such restrictions were slightly eased after the said Act was abolished, should be declared unfair and invalid. The operation of these regulations discriminates against Canadian citizens of Chinese origin, and in effect make categories of Canadian citizens.

With great respect, Honourable Senators, may I suggest, that some direction or recommendation may be given to afford immediate relief to these citizens

who are now suffering from the effects of this discrimination. Our way of life gives us a real sense of moral responsibility, and it may be trite to say that what is morally wrong should not be legally right.

Hon. Mr. ROEBUCK: That is a very good presentation.

The CHAIRMAN: Are there any questions to be asked of Mr. Kelly?

Hon. Mr. HAIG: Mr. Kelly, what do you suggest that we can do?

Mr. KELLY: I suggest that the method of examination of these dependents who come into this country be carried on in the same manner as is done with non-Chinese. The affidavits of fathers and interested persons who have actual knowledge of the subjects—certainly much more knowledge than an examiner could have—should be accepted. In many cases the examining officer has made serious errors, by reason of misinterpreting something that was said to him. The answers are given through an interpreter, the subjects are a little frightened, the examiner may be tired and impatient, as often happens, and speaks sharply to the interpreter. There are many dialects of the Chinese language, and an interpreter may by giving a slightly different shade, changing the meaning of an answer, and result in a discrepancy. The examiner immediately says "Imposter"! The close relatives of the family who are in touch with the situation know that mistakes are made in the examination; perhaps they are not wilful mistakes, but are made through mistranslations. I think the affidavit of reputable citizens should be accepted.

Hon. Mr. WOOD: But there are some exceptions, are there not?

Mr. KELLY: There are exceptions to everything; but in discussing this matter with persons who have had long experience in immigration practice, they say that our immigration law affecting Chinese has made liars out of Chinese who want to get their families over here. Of course, that is sometime ago.

Hon. Mr. WOOD: I am sympathetic with your proposals, but I am also reminded of a case which a member of the other house related to me. He knew a Chinaman who made application to bring his wife to Canada, and later made application to bring another woman here, saying that the first woman was not his wife. Finally, he brought a third woman here.

Mr. KELLY: He was quite a schemer, and was looking for trouble, with three women on his hands.

Hon. Mr. REID: If this committee is going to examine into the Oriental problem, I for one would be pleased to fall in line. I would not like to be asked to make a decision today on the statement that has been placed before us, without allowing some opportunity for challenge of it. It has been said that all Chinese are liars.

Hon. Mr. ROEBUCK: There is a good authority which says "All men are liars."

Hon. Mr. REID: Yes, but let us not single out the Chinese. For my part, I have had as much to do with Chinese as any member of the committee, and if we are going into the Oriental question, I am not prepared to pass judgment on this matter today. It might be a good thing for the committee to consider the Oriental question.

Mr. KELLY: It is not a matter of considering the Oriental question; it is only the problem of Canadian citizens already here who want to bring their families to Canada and should have them.

Hon. Mr. REID: On matters affecting a Canadian of Chinese origin, you have to accept his word for them? What other proof have you, other than what he says?

Mr. KELLY: I have interviewed many people; I have almost lived with them, and I think I am a pretty fair judge of them. Indeed, in many cases

I have proven myself right, as against the paper work done in Hong Kong, Toronto and the United States.

The CHAIRMAN: Have we any proper examining board in Hong Kong?

Colonel FORTIER: We have an office in Hong Kong, staffed with Canadian officials, as well as with Chinese interpreter. It is true that in China you have many dialects, but Chinese in Canada mostly come from certain cantons of China, and we know the dialects, and that is why the interpreters are qualified in those dialects. They are not coming from all over China, because they are mostly restricted to certain parts of China. To keep the record straight: we do consider affidavits. But the affidavits must bring some new facts so that we can work from them; and when we do not admit, following an affidavit, it is because we have some other information. But we do accept affidavits.

Hon. Mr. ROEBUCK: The difficulty, Mr. Kelly, is very great, for this reason, that it must depend upon the judgment of the officials who are doing the work. We have broadened our Immigration Act with regard to Chinese—not as greatly as I would like to see it broadened—and we have said that the sons and daughters of Chinese may come to Canada.

Hon. Mr. HAIG: Up to twenty-one.

Hon. Mr. ROEBUCK: Up to twenty-one. The officials are in this position, that they cannot let anyone come in who says he is a son, who somebody else says is his son, if there is good reason to think he is an impostor and there are, of course, in all nationalities people who impose. We have had some cases where there were impostors among the Chinese as well as any other nationalities. I do not think the Chinese are any less reliable than anybody else. But what are you going to do about it? You have got to rely on the good judgment of our officials. They must not let in people who are not qualified, and they should be fairly generous, and I hope they are, in the matter of those who are qualified. Where I think we ought to make a change is in the law with regard to it. If a man is born in Great Britain, and if the man is here, and he has children, brothers, sisters, mother or father, in Great Britain, or any place in Europe, he may bring them to Canada. Not so if he is a Chinese. A Chinese can only bring in his children up to twenty-one years of age.

Hon. Mr. WOOD: And his wife.

Hon. Mr. ROEBUCK: And his wife. There is a distinction here, based purely on race, which I do not like. When a man becomes naturalized in Canada he should have the same rights as a naturalized citizen of any other race, religion, colour or anything else; and I think that distinction should be abolished. We should allow the same rights to our Canadian citizens of Chinese origin that we allow to our Canadian citizens of any other origin. But so far as administration is concerned we have simply got to leave that to the good judgment of our officials. I know they do the best they can. I think they sometimes make mistakes. I am sure we all would if we were in their places. But I know they approach the matter in a very serious way and do the best they can. I have said to the director, "What if a Chinese now and then does pull the wool over your eyes?" We have very few Chinese in Canada; a few others would not matter much. You have got to remember that it is very restricted. He said, "Yes, but the numbers we think are fraudulent are too great." Well, it may be so. It is rather too bad, I think, that they got that pseudo-science about looking at the bones with a microscope, —X-ray. I think its value has been over-estimated. I do think that sometimes the affidavits of people who actually know should be sufficient to counteract the effect of some medical report with regard to bones. But it is a matter of judgment, and we cannot sit on that.

Mr. KELLY: I have selected twelve cases here from about forty or fifty where affidavits were submitted, and affidavits can be submitted, and I have

submitted them, and I have been told by the officials that "Oh, it is just another affidavit. They are all the same." (Some discussion, off the record)

Hon. Mr. ROSS: The officials have been always very fair, and they are responsible in what they are doing. There must be good reasons why they turn down applications.

Mr. KELLY: I have had them stopped, with no reason for stopping them.

The CHAIRMAN: I have had repeated cases of Europeans who were refused, and of course no reasons can be given.

Hon. Mr. WOOD: I have, too.

The CHAIRMAN: I can understand why no reasons are given; there are considerations of security.

Hon. Mr. ROSS: There must be some good reason if affidavits are turned down or set aside. I think the officials are very fair and very reasonable.

Hon. Mr. WOOD: Well, I have had some cases where frankly I could not get any place.

Hon. Mr. ROSS: There must have been some good reason.

Hon. Mr. WOOD: There may have been some reason, but they could have given a reason. They gave no reason.

Hon. Mr. TURGEON: I have had quite a few cases of applications both by Chinese and people from Europe. I want to say here on the record that I found the officials very co-operative and making every effort to get the facts, certainly before they turned me down. I agree that the X-ray is over-used, particularly with Chinese. I do not have to tell anybody here of the close relationship between the emotions and the physical make-up of a person. We found out since the first world war that ulcers come very largely from worry. A good many of the Chinese who are under examination are examined at Hong Kong, and they are living to a large extent in constant worry. And they want to come to Canada where their parents and relatives are living, and I am afraid that so far as any evidence of age is concerned, an X-ray taken of a person who has been living for several years in constant worry and fear might show the person to be older than he actually is. I think some consideration should be given to that fact. I think the whole legislation as to the admission of Chinese and other persons should be gone into thoroughly. I do want to say a word of congratulation to the officials for the work that they have done in the few cases I have had before them. I do think we should give every consideration to the whole question of Chinese immigrants. As has been said, their case has been singled out and they have been treated separately.

Hon. Mr. ROEBUCK: I should like to bring to the attention of the committee once again this recent ruling to the effect that no information can be given when the person involved does not comply with the Canadian regulations. I do not like that at all. You go there and they just kick you out.

Mr. KELLY: That is done right along now.

Hon. Mr. ROEBUCK: I realize that that is the rule and that the officials are only obeying instructions.

Hon. Mr. HAIG: How long has this rule about the Chinese been in effect?

Colonel FORTIER: Since 1933.

Hon. Mr. HAIG: I understand that the families are not allowed to be brought in.

Mr. KELLY: Exceptions have been made by the minister in order to bring in families from Hong Kong.

Hon. Mr. HAIG: I am pretty well known in Winnipeg and I have had quite a few Chinese come to me about their families. I must say quite candidly that

I have had first-class co-operation from the departmental officials. There are one or two problems that enter into these cases. For instance, a Chinese is considered by his race to be one year old the day after he is born. That sort of thing has caused some trouble. I have had one or two cases where young Chinese men born in Canada have come to me inquiring as to how they should go about bringing his bride in from Hong Kong. They have had to fly to Hong Kong, get married there, and then fly back. I must say that in these cases the officials have co-operated, but they would not allow the young ladies to come to Canada before they were married. I know that in one case I wanted the young lady to come over and be married offshore.

Hon. Mr. ROEBUCK: I tried that too.

Hon. Mr. HAIG: They wouldn't permit it?

Hon. Mr. ROEBUCK: No.

Hon. Mr. HAIG: I do say that they were very obliging in so far as the examinations were concerned. The young men were sure that their future wives would be accepted in this country so far as health and other factors were concerned. I might say, incidentally, that the young men were not disappointed because they had to go to Hong Kong. Their fathers probably were, but the young men wanted to see Hong Kong for themselves. As I say, the departmental officials have always given these cases their fullest consideration, but I think the whole thing is still in the experimental stage. We are having trouble with China in different ways now, and I would like to see the question left with the officials as it is for a year or so.

Hon. Mr. ROEBUCK: I had a case where a mistake was made on the medical examination and later, after the marriage took place in Hong Kong, it was discovered that the woman had something the matter with her lungs. The Canadian immigration officials permitted that woman to come to Canada and enter a Canadian hospital. You cannot accuse the departmental officials of being stoney-hearted or tough about that. The hospital consented to allowing the young lady to enter it, and she has been pretty well cured and will be out soon.

Hon. Mr. WOOD: I had a case of a young Chinese who wanted to marry a girl from Hong Kong. There was some delay and I got in touch with the departmental officials. They informed me that they would find out what was the matter, and within two or three days they notified me that the young lady would be leaving on a boat the next week. It was just as simple as that.

Mr. KELLY: All cases that have come to me have been thoroughly rejected by the department. I check them up and those that do not fall in with the checkup I do not think anything about, but those which do, I work very hard to get them through. I get stymied on affidavits that have come from really responsible people. It is that sort of thing to which I object. I think the regulations should be changed in that respect.

An Hon. SENATOR: I move that we adjourn.

The CHAIRMAN: We shall have to make a more thorough examination.

The meeting thereupon adjourned.

TUESDAY, February 24, 1953.

The Standing Committee on Immigration and Labour to whom was referred the Bill "Q-5", intituled: "An Act to amend The Canadian Citizenship Act", have in obedience to the order of reference of 19th February, 1953, examined the said Bill and now beg leave to report the same with the following amendments:—

1. *Page 2, line 19:* delete line 19 and substitute the following:—"who had been granted, or whose name was included in,".
2. *Page 10, line 18:* delete line 18 and substitute the following:—"who had been granted, or whose name was included in,".
3. *Page 16, line 13:* delete the word "purpose" and substitute the word "purposes".

All which is respectfully submitted.

C. R. WILSON,  
*Chairman.*





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## PROCEEDINGS

( OF THE

## STANDING COMMITTEE

ON

## Immigration and Labour

On the operation and administration of the  
Immigration Act, etc.

No. 2

WEDNESDAY, APRIL 15, 1953

The Honourable Cairine R. Wilson, Chairman.

### WITNESSES:

Col. Laval Fortier, Deputy Minister, Department of Citizenship and Immigration.

Mr. Chris Kelly, Toronto, Ontario, representing National Council of Chinese Community Centres.

## STANDING COMMITTEE ON IMMIGRATION AND LABOUR

The Honourable CAIRINE R. WILSON, *Chairman*

The Honourable Senators

|          |           |              |
|----------|-----------|--------------|
| Aseltine | Dupuis    | McIntyre     |
| Beaubien | Euler     | Pirie        |
| Blais    | Fallis    | Reid         |
| Bouchard | Farquhar  | *Robertson   |
| Buchanan | Gershaw   | Roebuck      |
| Burchill | *Haig     | Taylor       |
| Burke    | Hardy     | Turgeon      |
| Calder   | Hawkins   | Vaillancourt |
| Campbell | Horner    | Veniot       |
| Crerar   | Hushion   | Wilson       |
| Davis    | MacKinnon | Wood         |

\*Ex officio member.

## ORDER OF REFERENCE

Extract from the Minutes of the Proceedings of the Senate, THURSDAY, February 12, 1953.

"That the Standing Committee on Immigration and Labour be authorized and directed to examine into the Immigration Act (R.S.C. Chapter 93 and amendments) its operation and administration and the circumstances and conditions relating thereto including:—

- (a) the desirability of admitting immigrants to Canada;
- (b) the type of immigrant which should be preferred, including origin, training and other characteristics;
- (c) the availability of such immigrants for admission;
- (d) the facilities, resources and capacity of Canada to absorb, employ and maintain such immigrants; and
- (e) the appropriate terms and conditions of such admission;

And that the said committee report its findings to this house;

And that the said committee have power to send for persons, papers and records."

L. C. MOYER,  
*Clerk of the Senate.*

## MINUTES OF PROCEEDINGS

WEDNESDAY, April 15, 1953.

Pursuant to adjournment and notice the Standing Committee on Immigration and Labour met this day at 4.15 p.m.

*Present:* The Honourable Senators:—Wilson, Chairman; Blais, Burchill, Campbell, Crerar, Davis, Farquhar, Hawkins, Hushion, Reid, Roebuck, Taylor and Vaillancourt.—13.

*In attendance:* Mr. John F. MacNeill, Q.C., Law Clerk and Parliamentary Counsel, the Senate, and the official Reporters of the Senate.

The Committee proceeded to the consideration of the Order of Reference of February 12, 1953, directing them to examine into the Immigration Act, etc.

Mr. Chris Kelly, Toronto, Ontario, made representations to the Committee on behalf of the National Council of Chinese Community Centres.

Colonel Laval Fortier, Deputy Minister, Department of Citizenship and Immigration, was heard with respect to the Department's activities.

On motion of the Honourable Senator Campbell it was Resolved to report recommending that authority be granted for the printing of 600 copies in English and 200 copies in French of the Committee's proceedings, and that Rule 100 be suspended in relation to the said printing.

At 6 p.m. the Committee adjourned to the call of the Chairman.

Attest.

JAMES D. MACDONALD,  
*Clerk of the Committee.*



## MINUTES OF EVIDENCE

THE SENATE,

OTTAWA, Wednesday, April 15, 1953.

The Standing Committee on Immigration and Labour, which was authorized and directed to examine into the Immigration Act, its operation, etcetera, met this day at 4.30 p.m.

Hon. Mrs. WILSON in the Chair.

The CHAIRMAN: The first item of business is a motion authorizing the printing of the proceedings of the committee.

Senator Campbell, will you make the motion?

Hon. Mr. CAMPBELL: I move:

That authority be requested for the printing of 600 copies in English and 200 copies in French of the committee's proceedings on the operation and administration of the Immigration Act (R.S.C. chapter 93 and amendments), and that Rule 100 be suspended in relation to the said printing.

Some Hon. SENATORS: Carried.

The CHAIRMAN: We have here Mr. Chris Kelly, representing the National Council of Chinese Community Centres. Will the committee now hear Mr. Kelly?

Some Hon. SENATORS: Agreed.

**Mr. Chris Kelly (Representing National Council of Chinese Community Centers).**

Honourable Chairman and honourable senators:—

Discrimination against Canadian citizens of Chinese origin was the problem which you allowed me to bring to you on February 10th last, and at your first recorded meeting on February 24th, I presented another short statement, relating to you discriminations in immigration regulations affecting dependents of Canadian citizens of Chinese origin. It seemed to me that the discussion which followed placed emphasis on Oriental immigration so much that the evident right of a Canadian citizen of whatever origin, to the same privileges and treatment in the matter of bringing his family to Canada to live here with him, was a secondary thought in the committee. However, in the latter part of discussion, honourable senators present were emphatic that all Canadian citizens should be accorded the same privileges and treatment in these matters. As time then would not permit submission of detailed evidence to support my statements of discrimination the committee adjourned, to meet at a later date.

A Canadian citizen whose children were born after he became naturalized are classed as Canadian citizens. His children who were born prior to his naturalization are not, and in the case of Chinese, are classed as Chinese nationals. There must be a line drawn somewhere, as Hon. Senator Roebuck pointed out to me some time ago, and that is the point at which it is drawn.

May I offer a few comments on this, as it affects the people whom I represent here.

Prior to 1931, Chinese domiciled in Canada could become naturalized British subjects. From 1931 to 1947, they were practically prohibited by P.C. 1378. This order required each applicant for naturalization to present the written consent of the Chinese Minister of the Interior, before his application for naturalization would be entertained. Such an impossible condition was in fact prohibitory. This order in council was rescinded by P.C. 567, in 1947. Since that time Chinese domiciled in Canada have been naturalized and after passage of the Canadian Citizenship Act, have received their citizenship certificates.

Between these years domiciled Chinese nationals could visit China and return within two years to protect their right of domicile, but they could not bring wives or children with them, unless they had been naturalized citizens before 1931.

Now, honourable senators, in view of the serious obstacle placed in the way of these persons in acquiring naturalization during these years, do you think consideration should be given to them regarding children born during 1931 to 1947? After 1947 these same persons took out their citizenship as quickly as possible. It seems to me that we in Canada have a moral responsibility in the light of circumstances today to give these citizens a break because of wrong done them by that order-in-council. That order was not an act of Parliament, but a regulation within the department, which no doubt expressed the policy wish at that time, but was later rescinded at the time the inhuman Chinese Immigration Act was taken off the statutes of Canada. It is a good thing to not only correct a wrong done, but to make amends for the effects of a wrong act.

I have often wondered why the regulations set up by P.C. 2115 when the Chinese Immigration Act was in force, were continued in effect, after that act was abolished. This order-in-council is a positive discrimination against Canadian citizens of Chinese origin. There have been some modifications in restrictions regarding Asiatics affected by P.C. 2115 in that the Asiatics in countries bordering the Mediterranean, Israel, Lebanon, and others whose nationals were not of the oriental race, had restrictions withdrawn.

The Immigration Act does not restrict Canadian Citizens, and does not mention Canadian citizens of any origin. It just states that Canadian citizens have entry to Canada as of right.

So often in discussing these problems, persons in high places as well as officers of the Immigration Service would say, "Yes, he's a Canadian citizen, but he's Chinese". Others would comment, Chinese in Canada, but with never a thought in mind about them being Canadian citizens. Is it possible that the thought of being a Canadian citizen and what it implies, has not penetrated the mental wall surrounding the instinctive sub-conscious state that the only Canadian citizens are those born of British Isles or French parentage or descent?

Several times during the past few years the Prime Minister stated his views on citizenship and recently while speaking about the Royal Titles Act, he said this in the course of his remarks: "We all know from our own Canadian experience that unity between us, unity between all the elements of our population is, and must be based upon that recognition by us all, that we are all equal to each other, and that all have the same rights to Canadian citizenship, and that Canadian citizenship gives us equality in every respect with all our fellow citizens, whatever their origin, their traditions, and their cultures may be." (1567—*Hansard*, February 3, 1953.)

The case of Mr. A. J. Chong, whose Chinese name is Chong Sick, illustrates the apparent supremacy of certain regulations over the rights of a Canadian citizen because of his Chinese origin. Mr. Chong was naturalized in January

1929. He is a wholesaler in Chinatown in Toronto, and is one of the few court interpreters there. Shortly after the age limit for admissions of children was raised to twenty-five years in special circumstances approved by the Minister, Mr. Chong applied for admission of his son Kuo Zian, just before his twenty-fifth birthday. The Central District Immigration officers did not forward his application, holding it under review pending decision, as "he does not come within the classes of persons admissible to this country". This is the regulation answer to a man who has been a Canadian citizen since 1929. Honourable senators, the regulations do not always win the day. Hon Col. Colin Gibson, when Minister, disregarded the regulations and gave permanent landing to a Chinese business man whose residence was in Hong Kong, and also gave permanent landing to this man's wife and six children. They are living in Toronto and have applied for citizenship. This gentleman, Mr. Lem has a large business in the import and export trade.

Hon. Mr. ROEBUCK: A very fine citizen—by the way, I know him.

Mr. KELLY: Another interesting fact: that is, when applying to the clerk of the Peace for citizenship papers, the Chinese residents were not permitted to place on their application forms the names of their children who were then over eighteen years of age, because in the words of the clerk "they can't come over here anyway, so why bother about their names.". Such is the effect of regulations on clerks who have to do with them too long.

This attitude has caused difficulty to K. F. Chong, known as Cong Kee Foo. His eldest son, Hai Gnu, was over eighteen when he brought his wife and family to Canada. Naturally, the eldest son was not mentioned because he could not come anyway. He was told to look after his grandmother, and the property in China. Well, the grandmother died in 1949 and the Communists took over the property. The son escaped to Hong Kong. He is the only member of the family outside Canada. Mr. Chong, his wife, two sons and a daughter are here in Canada, and Mr. Chong's brother, Mr. Chong Kee Lim, his wife and three sons are also here. All of them have submitted ample evidence that confirms the relationship stated, namely that Chong Hai Gnu is the son of Chong Kee Foo, a Canadian citizen, and surely this evidence from the family should suffice. But no, there was no mention of this son on the application, the officer in Hong Kong thinks differently, or some other such flimsy excuse is accepted, and once again the affidavits from responsible persons with actual knowledge, is not accepted.

Mr. Henry Lee is a merchant in Toronto and also is a newspaper man in the business office of the Shingh Wah Daily News. His Chinese name is Lee Hung Kang. I know him very well and have the highest regard for his integrity. His younger son Chung Yee is again in Hong Kong, but the elder son cannot get away from the mainland owing to the vigilance of the Communists. The officers want to examine the boys orally to check their stories as the only support to the one boy's story is that of the father. This is apparently not enough verification for the regulations under which these clerks work in Hong Kong. There is ample evidence that this boy is the son of Henry Lee, I feel quite sure that if Mr. Lee was of other origin his word would be accepted by the Immigration officers.

Mr. Lew is another merchant in Toronto. He is known as Lew Hee Tong, and his younger son, Fun Chae, is in Hong Kong with his mother. The elder son is now in Toronto. The mother will not leave the boy in Hong Kong, who was rejected some time ago on an ambiguous X-ray reading. Minor discrepancies in oral examination were cleared up with sound evidence, but as usual only the officer's report is accepted by the officials. What can this man think of being a citizen when, by some manner or other his wife and younger boy cannot be here with him. The great Solomon would have quickly decided

such a question when the mother would not leave her boy to join her husband. Surely, these officers do not assume greater wisdom than that of Solomon, whose application of common sense made him stand throughout history.

Mr. Chong Gong is having difficulty in bringing his son Sew Wing to Canada because the officers say they couldn't establish this son as legal. The father was married twice, or perhaps three times; I haven't this file with me. However, the family gave confused details under the oral examination in Hong Kong and the father in Toronto cleared up the details in examination at the Central District Immigration office. This examination of the father who was interviewed in Toronto left no doubt about the honesty of Mr. Chong. However, the officials in Ottawa would not accept this explanation. Yet, in another case where the father gave a different set of relatives than that given by his son in Hong Kong, the father's explanation was accepted by the officials in Ottawa, and the boy was permitted to come to Canada. I sometimes wonder if there is a sub-normal sense of moral responsibility in some places.

When Mr. Quan's eldest son was rejected in Hong Kong the Toronto port officers advised him to await the arrival of his wife and younger son in Toronto and then appeal from the department's ruling to get the older boy here to re-join the family. I know Quen Wai Hing and have met his wife and son. He has a very high sense of loyalty and integrity. The officials in Ottawa did not accept the affidavits, and the officer whom I interviewed told me they are of no use. Just a re-iteration of information on file. Mr. Quan is very much hurt by this ruling and is determined to take whatever steps are necessary to bring his son here. Surely such procedure is unthinkable.

I have known Mr. Yong for some time. He is now over seventy, and has just recently applied for his Old Age Pension. He is called Yong Dot, and he was naturalized in 1907. He went to China late in 1924 and was married in January 1925. Two sons were born, and Mr. Yong returned to Canada within the prescribed two years. His wife died when the boys were in their early teens and one boy stayed in the home village with his mother's sister and the other went to live with Yong Dot's sister in another village about fifty miles distant. Maybe I have the relationship of the aunts mixed, but they did live with their aunts. Mr. Yong applied for entry of these two sons in June, 1950 and was refused as they were then over the age permitted to enter as immigrants. Application was made to the registrar of Citizenship, re: declaration of their citizenship. All procedure was completed and the immigration officer in Hong Kong was asked to identify them. The officer replied they seemed to be older than the age stated and they were unable to identify themselves. There is a large file on this. Through the Minister's office, I learned that the officials have nothing to prove they are not Yong Dot's sons, and no substantiating proof that they are his sons. Benefit of the doubt, if any, seldom penetrates some places. Looking for more evidence, I went to Parry Sound with Mr. Yong to interview Mrs. F. K. Young, who had just recently come from China. After three hours of discussion and an affidavit was taken verifying her knowledge that these boys were Yong Dot's sons. The officials refused to consider it as evidence, but placed it on file. Actual knowledge vs. officers' opinion. Regarding officers' opinion of the age of a person, the case of Chong Tow Man is revealing. He had been rejected on such an opinion, and my efforts to have X-ray plates resulted in his age being established at not more than twenty-two; actually he was then twenty-one, and he is now in Toronto. The officer in Hong Kong guessed his age at thirty or more, and would not have him submit to X-ray examination. So much for the value of such opinions. Honourable Senators, this is another instance of sharp discrimination against a Canadian citizen because of his origin.

Non-acceptance of affidavits is also causing anxiety to Mr. Jong, whose son Kuo Hong has been rejected on X-ray readings, and new X-ray plates were ordered. They were not clear and I have requested others from Dr. Tu in Hong Kong, whose plates are probably the clearest received in Ottawa from all over the world. They will be here in a few weeks. In the meantime, the problem of affidavits arises. The officials doubt the details supplied by Mr. Jong about his trips to China. On his first trip to marry, Mr. Chong Ying journeyed with him and will verify the statements made by Mr. Jong. However, the officials' opinion is paramount, and any affidavits to the contrary are just placed on file.

Mr. Lam's sons were both rejected radiologically and after reviews, one son came here last September. The oral part of the examinations were passed, but the X-ray readings put one boy out. With new yardstick in use, the rejected boy will be within the normal variations indicated. But why should this man have to submit to such treatment when he and his son verify the other boy is also a son and brother. Why should such unfair treatment be allowed. Mr. Lam is a Canadian citizen. But?

Mr. Low's son has tuberculosis, and is on the road to recovery, but Mr. Low wants him to have the world's best treatment in Canada and has applied for a visa for medical treatment. Regulations prohibit his coming here as an immigrant until two years after he has been declared cured. In the meantime this boy should be admitted here for treatment. His father, a well to do business man, is also a Canadian citizen. Current affairs in Hong Kong cause great anxiety to him. Senators, don't you think this man should be given a break?

Honourable Senators, perhaps the most interesting case of discrimination against a Canadian Citizen of Chinese origin is that of Mr. Chong Ying. Mr. Chong is one of the leading Chinese in Canada. His occupations, managing director of the Shingh Wah Publishing Company, whose daily newspaper is distributed throughout Canada and mailed to other countries. He is also a wholesale and retail grocer and a restaurant operator. He is the unofficial Mayor of Chinatown in Toronto. He is a co-chairman of the National Council of Chinese Community Centres, which he organized. His integrity and honesty is well established on a high level and his many friends in public and official life in Toronto endorse him in every respect.

There were some omissions in his immigration file regarding his family, and this condition meant rejection of his application to have his remaining son, Chong Fook Shee, come to Canada from Hong Kong—the communists had seized the family property in China. However, after some months of investigation I submitted a detailed brief on the subject to the Minister in December, 1951. February 1st, 1952, the Minister wrote me that he had instructed the officers in Hong Kong to examine Fook Shee to establish his identity and not to pay too much attention to his age, as this was not a factor. The boy was then twenty-six. We thought the routine involved would be through in a month or so, but such was not the case. Apparently this application was not to be granted easily. I complained vigorously to the Minister about the methods used in questioning persons in Hong Kong about Chong Ying's family. The same tactics were adopted here in lesser degree, and the delaying evasiveness of officials and officers were most disconcerting. Finally, on September 23, 1952, the Minister wrote me a long letter summing up with the reasons for rejection, which were; the officers in Hong Kong thought Fook Shee was older than the age represented, and Chong Ying's daughter-in-law said he was other relation than a son. This she categorically denies. I was dumbfounded to receive such a letter from the Minister after the interviews of the previous day.

Honourable Senators, Chong Ying was naturalized in 1926. His first son, Fook Shee, was born in 1925, and is the only child who was not born a Canadian Citizen according to the regulations laid down. He and his wife, sons and daughter, and three men and women from the home village who are now in Toronto, and three young men who were severely questioned in Hong Kong, and his daughter-in-law, all support Chong Ying's statement that Fook Shee is his son. Against this weight of evidence from persons who have actual knowledge, the opinion of an immigration officer, who has not, nor could have any actual knowledge of the matter, is accepted. That is the most unfair and invalid thing that could happen. Our most elementary laws are flouted by such acts, and the bureaucracy becomes supreme, to accept or reject as they please, regardless of any evidence or rights, contrary to the opinions they care to accept.

John Foster Dulles, the new U.S. Secretary of State sums up his basic thought on policy making: "There is a moral or natural law not made by man which determines right and wrong, and in the long run only those who conform to that law will escape disaster. We must keep faith with that law in our practical decisions of policy".

About four months ago, I submitted a list of fifteen names of children who had been rejected because of the X-ray reports, and asked that a new report be made on each one using the new yardstick of three years either way from the age indicated. The radiologist felt that he could not make new reports without receiving a request from the Department official, as he had never done anything unless requested to do so by the official. At my request, the official drew the files and examined them. Further inquiry in a few weeks brought this answer from the official in charge. All these cases are not in the category you say, there is one on the borderline of rejection according to the X-ray reading showing him to be under three years away from the age indicated. Then I was told that there were discrepancies in each case which would cause rejection without the X-Ray report. What puzzled me is that each of these cases had been well checked in the District Office and in the Ottawa office by myself when officers went through the files to see if the *only* reason for rejection was the X-Ray report and to check thoroughly that each of them were reported to be under three years away from the age indicated. After this check I turned my efforts to having the X-Ray readings revised.

These inquiries enabled me to establish that radiologists are building up a standard set of rules to determine age according to the development of the bone structure. Some doctors do not like to express an opinion of any person under the age of nine years. At other ages some claim to be accurate within three years. Many of them say that a variation up to five years from the age indicated is frequent. This is determined by submission of affidavits and birth certificates. Before 1952 officials here thought X-Ray was an exact science and readings of plates would be accurate within two years of the age indicated. Yet, in November 1950, two sons of Mr. Len Lem of Toronto were so examined and were declared to be four years older than the age indicated. However, a letter from the superintendent of the St. Andrew's Hospital, Shanghai, stating these boys were born there and had been examined each year, and giving the dates of their births, resulted in visas being ordered in March, 1951. These boys arrived in Toronto in May, 1951, with their mother, and I saw them. They looked to me like boys of fourteen and seventeen, and not seventeen and twenty-one, as claimed by the radiologist reports. However, this great error in X-Ray reporting did not cause the officials to wonder; instead they tried to hide the incident. When a similar incident occurred in the United States, and the immigration officials lost a court appeal, the X-Ray reports were discarded at once. This happened in 1941. Canada adopted this method in 1948. Some officials say the X-Ray really helps the dependent to

establish his age, and there is some reason to believe this because of the many poor guesses made by officers, but there is no reason to subject dependents of Canadian Citizens to any such ordeal.

Honourable Senators, I have quoted facts from actual cases affecting these citizens, with as little comment as possible. For nearly two years I have been very close to this subject, and these people have been accorded unjust and unfair treatment. They are good citizens in every respect. They deserve in full measure, the privileges and rights they are entitled to because of their status as Canadian citizens. A clause in the Great Charter states that the King shall not deny or defer justice or right to any man, and so often this great moral rule is forgotten in making regulations to administer an act affecting people. Regarding this problem, the certain regulations should have been cancelled when the Act was abolished, but, the negligence was thoughtless, not wilful. There are no categories of Canadian citizens and *any thing* which tends to make categories should be eliminated.

Now that this problem has been placed before you, Honourable Senators, may it please you, in your good judgment, to do whatever you deem necessary to see to it that these good people are no longer denied their rights and privileges, equal to all citizens, and that no one shall defer action to remove existing discriminations.

Thank you, Honourable Senators, for your courtesy.

The CHAIRMAN: Do you want to ask Mr. Kelly questions? The Deputy Minister is here, and other officers from the department, if you would like to hear from them. Colonel Fortier?

Col. LAVAL FORTIER:

#### SENATE IMMIGRATION AND LABOUR COMMITTEE

Madame Chairman, Honourable Senators,

With your permission, I would like to make a few comments on the brief Mr. Kelly just presented. First, I am in complete agreement with him when he says that our Canadians of Chinese origin are good citizens in every respect. I also agree that they are entitled to the full privileges and rights of Canadian citizenship, which rights and privileges are enjoyed within the limits of the Canadian law. The total population of persons of Chinese origin in Canada is around 32,000, 20,000 of whom are Canadian citizens. Since the last of January, 1947, the following number of certificates have been granted to persons of Chinese origin under Section 10 (1) of the Canadian Citizenship Act:—

|                 |           |
|-----------------|-----------|
| 1947 .....      | 47        |
| 1948 .....      | 293       |
| 1949 .....      | 1,419     |
| 1950 .....      | 2,067     |
| 1951 .....      | 3,053     |
| 1952 .....      | 1,553     |
| <br>Total ..... | <br>8,432 |

Although the Honourable Senators are well aware of the Immigration regulations concerning immigration from Asia, I would like, with your permission, Madame Chairman, to quote these regulations which are known as P.C. 2115 and read as follows:—

From and after the 16th August, 1930, and until otherwise ordered, the landing in Canada of any immigrant of any Asiatic race is hereby prohibited, except as hereinafter provided:

The Immigration Officer-in-Charge may admit any immigrant who otherwise complies with the provisions of the Immigration Act, if it is shown to his satisfaction that such immigrant is,—

The wife, the husband, or unmarried child under 21 years of age, of any Canadian citizen legally admitted to and resident in Canada, who is in a position to receive and care for his dependents.

Provided that this regulation shall not apply to the nationals of any country in regard to which there is in operation a law, a special treaty, or agreement, or convention regulating immigration.

As the Honourable Senators know until the 28th of December, 1950, the age limit for children, instead of being 21 years of age, was 18 years of age. P.C. 2115 was amended to raise the age limit by P.C. 6229 dated December 28th, 1950.

In addition, so as to complete the record on persons admissible under the present policy, I would like to quote the Minister's statement in the House of Commons on June 28, 1951, page 4836, of the *Hansard*:—

Mr. HARRIS (*Grey-Bruce*). As the committee knows, P.C. 2115 governs the admission to Canada of immigrants who are children of Canadian citizens of Chinese origin. That order in council permits the entry of unmarried children to the age of 21 years. We have found that, in some cases, there have been evidence of real hardship and perhaps suffering if that rule were to be applied rigidly. It has been applied rigidly, Mr. Chairman, and I do not know of any exceptions which have been made to it up to the present time. Nevertheless, there have been cases presented to me by hon. members, including the hon. member for Comox-Alberni.

Mr. FULTON: And the hon. member for Kamloops.

Mr. HARRIS (*Grey-Bruce*): The hon. member for Kamloops and many others. Having in mind the present situation in China and the known desire of parents to have their children with them, we have come to the conclusion that we will give consideration to those cases of unmarried children over 21 up to the age of 25, to see if the circumstances warrant their admission on the grounds I have stated.

As you will have noted, under the present regulations and policy as stated by Mr. Harris in the House in June, 1951, the government has already taken the appropriate measures to correct the situation of children born between 1931 and 1947, when, according to Mr. Kelly, it was "impossible" for persons of Chinese origin, domiciled in Canada, to be naturalized in view of the provision of P.C. 1378.

Most of you, Hon. Senators, have, on one occasion or another, had immigration cases to discuss with officials of the Immigration Branch. Perhaps you did not always obtain favourable results, but, on the other hand, I am sure that you found the immigration officers most co-operative and that you certainly did not have the impression that they were partial in any way, shape or form. I regret that in the statement we have just heard there are some allegations of suspicion, partiality and lack of co-operation on the part of our personnel.

Listening to Mr. Kelly one could have had the impression that only applications from persons of Chinese origin are refused admission to this country. As the Honourable Senators are well aware, in the implementation of the law and regulations on immigration, the privilege of coming to Canada has, at times, to be refused for causes not only to persons of Chinese origin, but to persons of other origins. Another impression one may have had after

listening to the comments made here today is that, although there are regulations authorizing the admission of persons of Chinese origin, very few of them are admitted on account of immigration officers' attitude. Of course, this is not supported by facts, as for instance, during the last few years, visas were granted for admission to several hundred persons annually from China: 1,741 in 1950, 2,697 in 1951 and 2,313 in 1952.

During 1951, 3,549 applications for 4,739 persons were submitted to our various officers in Canada, and during the same period 363 applications for 450 persons were refused, while in 1952, 2,655 applications for 3,390 persons have been submitted and 317 applications for 370 persons were not approved.

All these applications which have been refused were not all for sons and daughters of Canadian citizens of Chinese origin. There were applications for other persons who were not admissible under the government's regulations and policy.

How can one believe that, for reasons of partiality, an officer would reject some applications when, in fact, the applicant in Canada and the proposed immigrant are not known to him? How can one believe that voluntarily and in bad faith "A" would be rejected while "B" would be granted a visa?

I personally know a good number of the officers of our department, and as long as such vague allegations are not proven, I intend to stand by our staff. I know of no other department where the loyalty of its staff is better, where the interest in their work is greater and where there exists a better understanding of human problems. It is a frequent matter for the personnel of the Department of Citizenship and Immigration to be at work at night, as well as during weekends, and this without being directed to do so.

The Immigration Branch is responsible for the implementation of the government's policy, and most of its officers have been connected with the branch for many years. In their interpretation of the Act and regulations they use good judgment and none of them hesitate to correct or recommend the correction of a previous decision when such a change appears supported by additional evidence. Where serious doubt exists in favour of the proposed immigrant, the benefit of such a doubt is always given to the applicant.

I do not propose to discuss the individual merit of the cases mentioned by Mr. Kelly. The general remarks which I intend to make will indicate why applications are sometimes not approved.

First, dealing with the matter of X-rays, Honourable Senators, know, and Mr. Kelly is well aware of this, that no case is rejected solely on the basis of an X-ray examination. Prospective immigrants are not referred to a radiologist, unless, in the opinion of the examining officer, generally confirmed by other members of the staff, two, three, four or five, the persons examined appear considerably elder or younger than claimed by the applicants in Canada. In instances where the radiologist report confirms the applicant's statement in Canada, the proposed immigrant is allowed to come to Canada, if he otherwise meets the usual requirements. We are aware that the X-ray test is not always accurate and, consequently, some leeway is allowed to provide for variation from the normal; and, in such cases, if there are no other unfavourable factors, they are permitted to come forward.

Affidavits are accepted from persons of Chinese origin as well as in the case of persons of other origin in support of applications.

In China, births and deaths are not registered and it is, therefore, necessary to identify the applicant for visa as the son or daughter of the applicant and, for the purpose of the regulations, ascertain also the age.

Experience has shown that occasionally residents of Canada, whether of Chinese or other origin, at times, apply for their cousins, nephews, nieces,

grandchildren, etc., representing them as their sons or daughters. It is also known that in some cases, applicants for visa appearing for examination were impostors and the applicants residing in Canada, in some cases, confirmed that fact. In the light of the present situation in China, additional care has to be exercised to prevent the admission of impostors, who could become, after their landing in Canada, subversive agents.

It is a well known fact that it is the policy of the government to reunite the head of family with his dependents. Immigration officers are well aware of this policy and it is only when serious grounds exist that visas are refused to alleged sons or daughters.

According to the Act and Regulations, the proposed immigrant must reach Canada before he attains his 21st birthday or, in special cases, before he reaches his 25th birthday. Consequently, if an application is submitted only a short time before the proposed immigrant would reach the age limit, his application is refused when it is known that it would be impossible for the proposed immigrant to enter Canada before he reaches the age limit. In one of the cases quoted, the proposed immigrant was alleged to have been born on the 7th of July 1926, and the application was submitted on the 4th of July, 1951, three days before his 25th birthday. It is absolutely impossible to process a man to see that he reaches Canada before he arrives at his 25th birthday, in such cases. I may add, for the information of the Hon. Senators, that the applicant had obtained his naturalization papers on the 23rd of January 1929, and consequently, could have applied for his son much before.

Regarding the comments on Court clerks, you will appreciate that the Department has no jurisdiction over them. However, I would like to pay a tribute to them, which they deserve, because in the majority of the cases we find that, in the handling of citizenship matters, they are very accurate and very co-operative with the Department and the applicants for citizenship.

Question 10 on the Declaration of Intention form is, in our opinion, quite clear and not subject to any confusion. The question reads as follows: "I have the following children under the age of 21 .....". This question is to be completed by any alien who intends to apply for citizenship, whether of Chinese or other origin. That applies to everybody in Canada except a British subject.

It is not correct to say that because of the fact that the name of a child had been omitted on the citizenship form, that Immigration, on this ground alone, refuse the application. Of course, this fact, coupled with others, may become a factor justifying refusal of the application. In one of the cases quoted by Mr. Kelly, the facts briefly are as follows. The child applied for, is alleged to have been born on July 5th, 1929. He was, therefore, nearly 22 years of age when the application was made in April 1951. The same applicant applied, in 1948, for the admission of his wife, two sons and one daughter, all of whom are now in Canada. On the immigration application form he filled in 1948, he also omitted to make any mention of this child he is now applying for. Before admitting the applicant's wife and his three children in 1949, an examination was conducted in Hong Kong. The wife then stated that the two sons, who were to accompany her to Canada, were the only two sons of the applicant in Canada. The two sons, when examined, also confirmed that they were the only two sons of the family. Two years later, the father applies for another person alleging that he is his son. Hon. Senators will realize that the application has not been rejected on the sole ground that the applicant had omitted, for one reason or another, to mention his son's name on the citizenship form, but on the fact that additional evidence had come to hand, which are statements from the members of the applicant's own family.

In deciding if a person is admissible or not, the Immigration officers, who are human beings and who are consequently no different from any others in that they are not mind readers, have to decide according to the weight of the evidence. This does not apply only to applicants of Chinese origin, it applies to all persons who ask for the privilege of coming to this country. As I have said before, we are always willing to review the decision whenever new facts and new evidence are brought to our attention. By this attitude we feel that we can be of assistance to the applicant and, at the same time, implement the regulations and the government's policy which are our responsibility.

Thank you, gentlemen.

Hon. Mr. REID: I wonder if I can ask one or two questions. Does the age limit apply to other than Chinese?

Col. FORTIER: Yes, sir.

Hon. Mr. REID: And why the twenty-five years? Why is it raised from twenty-one to twenty-five for the children?

Col. FORTIER: For the reason mentioned by Mr. Kelly—that there was an order in council which made it, not impossible, but more difficult for a Chinese domiciled in Canada between 1931 and 1947 to obtain a British subject's status, so those born between 1931 and 1947 are, since 1951, within the admissible classes.

Hon. Mr. REID: In regard to X-rays, are X-ray examinations required of other races coming in as well as the Chinese?

Col. FORTIER: We usually X-ray only when the person is a Chinese.

Hon. Mr. REID: Do you find that method accurate?

Col. FORTIER: In other countries we may find other evidence to show the blood relations, but practically the only part of Asia in which we operate now is China. We have no other means, no birth certificate, no vital statistics.

Hon. Mr. REID: Is China the only country that has no registration of births or marriages?

Col. FORTIER: I believe it is true of Japan also.

Hon. Mr. REID: Why is the X-ray method used exclusively on the Chinese?

Col. FORTIER: Well, "exclusively"? I would not say "exclusively", because if we had to deal with other countries we would have X-rays too. What I mean to say is that it is used more frequently in China than elsewhere, because we have other means in other countries. But it is used also elsewhere.

Hon. Mr. ROEBUCK: Of course there is no age limit for any other persons than Asiatics.

Col. FORTIER: Yes.

Hon. Mr. ROEBUCK: So there is a marked difference between our treatment of the Chinese and, say, the European, outside of Great Britain. From Great Britain they come as of right?

Col. FORTIER: Yes, but that restriction applies also to all Asia.

Hon. Mr. ROEBUCK: That is true, but that is a very distinct requirement as against the Asiatic.

Hon. Mr. REID: Who reads the X-rays?

Col. FORTIER: The radiologists in China, and also our radiologists here.

Hon. Mr. FARQUHAR: You said that in special cases the age is raised to twenty-five. What do you consider a special case?

Col. FORTIER: There will be compassionate grounds; for instance if the proposed immigrant is the sole son remaining behind. In 1950 we admitted by order in council Chinese who were in Hong Kong and had filed their declaration of intention—

Hon. Mr. ROEBUCK: Do you ever take special orders in council supposing a man is a little more than twenty-five?

Col. FORTIER: Yes. We are admitting about one thousand by order in council every year.

Hon. Mr. REID: The reason I am interested in this X-ray question is that I know a cabinet minister who was X-rayed in a prominent Canadian hospital and he was informed that he had a stomach ulcer. He took the X-ray to the Mayo Clinic where he had another X-ray taken, and they found as much difference as day and night between the two X-ray plates. He had no ulcer at all. Are you doing any work in connection with X-ray plates?

Col. FORTIER: We are aware of that problem because we use X-ray plates for other reasons in our examinations, and we know that sometimes we have to ask for additional X-rays. Our radiologists generally inform us of the medical difficulties they encounter.

Hon. Mr. ROEBUCK: It is a little difficult to judge individual cases such as Mr. Kelly lays before us. I said the last time we assembled that you have to depend upon the judgment of the officials, but I must say that of late I have not been very well satisfied. I think they have been leaning backwards in keeping these Chinese boys out.

Hon. Mr. DAVIS: We have a difficult situation now with regard to China, Senator Roebuck. You have to be careful.

Hon. Mr. ROEBUCK: That is so, but there is a tremendous number who want to get away from Hong Kong.

The CHAIRMAN: You are admitting about 100 a year apart from relatives, is that correct? For instance, about this young man over twenty-five years of age, would he be eligible as an ordinary immigrant?

Col. FORTIER: No, but his case could be considered. For instance, if he was the son of an old farmer who needed the son to work on the farm there might be reason to admit the young man by special order in council.

Hon. Mr. ROEBUCK: Why a farmer only?

Col. FORTIER: Because he may have some difficulty in finding help because of the attitude of people sometimes.

Hon. Mr. ROEBUCK: Let me give you a case. A Chinaman who spent nearly all his life here owned a washing establishment at Hamilton, and he was interested in another one here and also in a restaurant. This gentleman, by industry, had accumulated something like \$30,000 in various interests. He had no children or wife in this country, and he had one son in Hong Kon whom he wished to bring here.

Col. FORTIER: How old was he?

Hon. Mr. ROEBUCK: Thirty-two years of age, and you would not admit him.

Col. FORTIER: No, because obviously our investigation showed that the man was able to get help.

Hon. Mr. ROEBUCK: It was not a case of help. Here is a man who is alone in this country and he wants to bring in a son to succeed him in his business and to take over his property and you turned him down.

Col. FORTIER: Yes, because he is thirty-two years of age.

Hon. Mr. ROEBUCK: That is true, but I wonder if you ever go beyond the 25-year age limit?

Col. FORTIER: Very seldom.

Hon. Mr. ROEBUCK: I am wondering why you go that far if you could not let this chap in. Here is a man with one son and he is alone in this country.

Col. FORTIER: You will agree that is not a compassionate ground.

Hon. Mr. ROEBUCK: I think it is.

Col. FORTIER: Not like the case I have mentioned where there is an old man with land to cultivate and he cannot get anyone to help him. I think that is a more compassionate case than the one you mention.

Hon. Mr. ROEBUCK: I do not think so. It is a matter of opinion, you know.

Col. FORTIER: I agree.

Hon. Mr. ROEBUCK: I was more sympathetic to the man you turned down than I would have been in the case you have mentioned. The man you have described was unable to get help, but that is a pure financial matter. The other is a matter of relationship. I also think that sometimes your investigators are perhaps just a little bit smart. They go a little too far.

Col. FORTIER: Why would our investigator be partial towards Mr. "A" and not Mr. "B"?

Hon. Mr. ROEBUCK: I did not say that. That would be discriminatory and were I to say that, it would mean there was some ulterior operation in the department and I have never found anything in the department that even suggested such a thing. I thoroughly agree with you that your men are polite, painstaking, patient and co-operative.

Col. FORTIER: I thank you for that statement.

Hon. Mr. ROEBUCK: They are delightful to discuss matters with. I never go away from the Immigration Department feeling annoyed or upset at all. I am well treated and I think the treatment handed to me is the same that is handed to everybody else. At the same time, I suggest you have been drawing the lines a little too strong of late in this Chinese question. You have been rejecting people perhaps a little too conscientiously. There is such a thing as leaning backwards.

Hon. Mr. CRERAR: The regulations apply in a different way as to Asiatics and Europeans, is that right?

Col. FORTIER: That is right.

Hon. Mr. CRERAR: Has any consideration been given to correct that?

Col. FORTIER: You can see by what I have said that these regulations are always under consideration. This department was established only three years ago. We started in December, 1950, by raising the age from eighteen to twenty-one, and we included the husbands—they were not allowed under the previous regulations. In 1951 the minister said he would make an exception for Chinese in the case of hardship and the age was advanced to twenty-five.

Hon. Mr. CRERAR: What are the reasons for the discrimination in the treatment of Europeans and Asiatics?

Col. FORTIER: I would not care to make any statement now. I do not mind discussing it if it is your wish to do so.

Hon. Mr. CRERAR: That may be an unfair question.

Hon. Mr. CAMPBELL: Colonel Fortier, what is the Chinese population in Canada today?

Col. FORTIER: Thirty-two thousand.

Hon. Mr. DAVIS: You have let in about 8,000 in the last three or four years?

Col. FORTIER: About that.

Hon. Mr. DAVIS: Then there is no discrimination against the Chinese as such?

Hon. Mr. CRERAR: What is the particular reason for having the age limit set at twenty-five?

Col. FORTIER: I believe before the last war it was customary in China for the young men to get married at about eighteen years of age. Then we raised the age limit to twenty one because it was represented to us that there were a number of Chinese sons not married by the age of twenty-one. Further representations were made to us that some were still bachelors at twenty-five, and it was represented that if we set the age limit at twenty-five our Chinese people in this country would be satisfied.

Hon. Mr. REID: Is the age limit eighteen for all other Asiatics?

Col. FORTIER: No, it is twenty-one years of age. We made the extension of the age limit to twenty-five years only in the case of Chinese.

Hon. Mr. CRERAR: I am just wondering why it is twenty-five years of age and not thirty?

Col. FORTIER: Well, as I have explained, it is due to the family life conditions of the Chinese.

The CHAIRMAN: Thank you very much, Colonel Fortier.

Mr. KELLY: Madam Chairman and honourable senators, I want to say at the outset that I agree with a great many things Colonel Fortier has said about his staff and about their courtesy.

I have never received anything but the utmost courtesy and friendliness at all times. I am not criticizing the action of the staff. I am talking in my brief about cases—facts. Some cases are allowed to go through, others are not. The persons interested hear about that from their friends, and they say, "Well, why turn me down and let that one through." People talk like that among themselves about the officials and officers in the department and in the field. The officials here only deal with pieces of paper—in the Asiatic and the Admission section. Sometimes they see the applicants themselves, but I see the people and learn to know them. I want to know why they turn them down and sometimes let others go through. There was one particular case the colonel mentioned at some length, and one that I am very much interested in. I saw it, at the request of Mr. Robert Saunders, Chairman of the Hydro, when it was turned down. I said I would like to check it up. I checked it up for four months. The minister wrote me a letter on February 1, 1952, saying he had requested his office at Hong Kong to examine the son, in this case, for identification—not to pay too much attention to his age, as it was not a factor. The details are in my brief and need not be repeated. All I know is that the regulations govern the department with stronger force than the Ten Commandments govern anybody else in the country. They stick to the regulations. I say that the regulations are contrary to our rights of citizenship. When a Canadian citizen wants his family with him he should be able to do so without going through the third degree or being put to a lot of expense.

Hon. Mr. DAVIS: We have to take care of our own country just now.

Mr. KELLY: Well, if these people are not to be treated as citizens they should not have been made Canadian citizens. I did not bring in any criticism of the department officials, they are all good people, I know all of them, and I have met them all over the place. But these regulations are illegal, and I would like a recommendation made to request the government to throw them out, the same as they threw out that inhuman Chinese Immigration Act in 1947.

Hon. Mr. CAMPBELL: What is the specific regulation?

Mr. KELLY: No. 2115, regarding Asiatics coming into this country; they are children of Canadian citizens, and it is a distinct discrimination. If anyone says otherwise, I say, why have 2115, that is the operative order positively making categories of Canadian citizens.

Hon. Mr. ROEBUCK: That order-in-council is with respect to the Asiatic.

Mr. KELLY: Well it is principally Chinese. It is for Asiatics. That is the problem before you today, and I want you to make a recommendation to the

government to wipe out the discrimination against these Canadian citizens of Chinese origin. I did not want to get into any argument about immigration operations, we are all up against that. These regulations, I say, are wrong, and illegal.

Hon. Mr. CAMPBELL: In fairness to the officials of the department, as the Deputy Minister pointed out, in the case of Chinese, and probably some other Asiatics, they are lacking in evidence as to identity of the individuals on account of the lack of birth certificates, whereas with respect to other countries they have that evidence.

Mr. KELLY: That is right.

Hon. Mr. CAMPBELL: Well, it seems to me that there is a great onus on anyone who is applying to get in their family to submit positive evidence which is satisfactory to the officers, and we know there are many cases of immigrants coming into Canada with false passports and false reputations, and everything else, and that will continue in spite of everything that is done. Now, I do not think it is fair to criticize the officers because they come to the conclusion that the evidence submitted is not sufficient. You might feel it is sufficient, and I might, and certainy the family might, but in the final analysis you must depend on the decisions of the officials of the department.

Mr. KELLY: They are stymied by those regulations, they have to follow them, and that is all. The regulations are so and so, and that is all they can do. I know that better than the men in Ottawa know it.

Hon. Mr. ROEBUCK: It has been said that it is a wise son who knows his own father, and that is very true. If they have no registration over there, we have got to take the word of the people who have known the family at the time, or something of that nature, and it is a matter of considerable difficulty for these immigration officers. There were times when I think they could have given the benefit of the doubt to the Chinese—Canadians with citizenship, when the proof, as it had seemed to me, appeared to have been inadequate.

Mr. KELLY: Well, these officers have to follow the regulations.

Hon. Mr. ROEBUCK: The difficulty is in establishing that it is the right person.

Hon. Mr. HUSHION: You mean, when he says he is the father of the child and he is not?

Hon. Mr. ROEBUCK: Yes.

Hon. Mr. VAILLANCOURT: One of them said, "We have two boys and one daughter, and for two or three years I have missed one."

Mr. KELLY: In that case, the colonel was quoting from his old file. The Chinese only say what they have got to say, they do not mention anything they don't intend to use. The mother and family identified the boy, but the officials say "He looks older; he is not the son."

The CHAIRMAN: The situation is complicated when a man has two or three wives.

Mr. KELLY: But there is no need for it to be complicated, Madam Chairman. The father says "That is my boy and I want him here." That is enough.

Col. FORTIER: I have an obligation to help the committee reach a decision by stating what has been done in our department. If a person says "This is my boy," I may have to accept that; but I have also to decide whether he is admissible or not.

Mr. KELLY: Yes; I know that everything you do has to be within the regulations. Still, Colonel Gibson brought over the Lem family; he landed them here, the wife and six children.

Hon. Mr. ROEBUCK: But the Colonel says that they pass thousands of such regulations bringing in special people.

Mr. KELLY: Then I will not give up hope of having special orders in council put through.

Col. FORTIER: We are always willing to review the case where there is new evidence. A while ago you said that we do not see the Chinese in Ottawa. The officials of the department see them; I see some and the minister sees some. We all see the Chinese and we look upon them as Canadian citizens.

If I might have your permission, Mr. Kelly, I should like to read into the record a paragraph of the minister's letter to you dated September 23, 1952.

Mr. KELLY: Yes, go ahead and put it on the record.

Col. FORTIER: In the first paragraph of his letter the minister said:

1. In the first place, the above named was past 25 according to the applicant when I announced in Parliament that consideration would be given to applications for the admission of unmarried children up to that age in special compassionate cases. Therefore, the above named would not come within the admissible classes in any event. But I did agree to proceed with the application to see if he were otherwise admissible in case the regulations might be changed to include his age group. I pointed out of course that such action was not to be taken as an indication that the age limit would at any time be raised.

Mr. KELLY: My comment on paragraph 1 of that letter when I asked Senator Fraser to help me is that the explanation is contrary to the reference contained in the letter of February 1, 1952. On that date every indication was given that when Fook Shee's identity was established, his entry to Canada would be facilitated by the minister. As to paragraph 2 that is contrary to the letter previously written.

Hon. Mr. DAVIES: Madam Chairman, I do not think we are getting anywhere.

Mr. KELLY: This is a discussion of a case, but the problem is that the regulations are illegal and should be thrown out.

The CHAIRMAN: Of course we would have to revise the act completely.

Mr. KELLY: If you will pardon me, I do not think the act needs to be changed; it is the regulations that need to be thrown out. Number 2115 is a positive discrimination against Canadian citizens of Chinese origin.

Col. FORTIER: I would point out that the only privileged persons are British subjects, French citizens and United States citizens.

The CHAIRMAN: What about other Asiatics? Have you regulations affecting them?

Col. FORTIER: In the cases of India, Pakistan and Ceylon, we have, according to the provisions of P.C. 2115, entered into an agreement with these countries authorizing a certain number to come in every year. In the case of India it is 150; Pakistan 100; and Ceylon, 50.

The CHAIRMAN: Are any Chinese eligible outside of the three relatives you mention?

Col. FORTIER: No; the same applies to all Asiatic nations.

Mr. KELLY: That is why P.C. 2115 discriminates against Canadian citizens. This has nothing to do with immigration. Every Canadian citizen has the right to be treated the same, but that P.C. 2115 is absolute discrimination.

The CHAIRMAN: We will adjourn now.

Whereupon the Committee adjourned.